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ABSTRACT

The seminar designed to create a learning situation for individuals whose professional concerns involve vocational needs and problems focused on: the need for employers and employment agencies to foster an objective attitude toward the employment of the older person; differentiation between publicity and public relations; provision of service and agency cooperation for the older adult; expansion of social services for the aged; physical and psychological changes in the aging; employment problems of minority group older workers; serving older veterans; planning at the national level; and planning a seminar. Four workshops covered the following areas: upgrading for employability; developing a plan of action for the older worker; attitudes as they are and as they should be; and job development for the older worker. (A bibliography on various aspects of aging is included.) (nl)

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a seminar on serving the older worker

iowa employment security commission

AC006152

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A SEMINAR ON SERVING THE OLDER WORKER

Sponsored by the
Iowa Employment Security Commission
1000 East Grand Avenue
Des Moines, Iowa

August 7-9, 1968

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FOREWORD

Probably at no other time has it been more imperative that our program of service to older workers be expanded and intensified. Older workers represent countless years of rich and seasoned experience, judgment and stability. They are an immensely valuable asset in the Nation's work force.

Unfortunately, some prejudice still exists and mature applicants encounter discrimination when they seek employment. Obviously, there is no way to legislate prejudice from people's minds.

It is our sincere hope that through seminars and other learning situations, we can effectively create a climate for the older worker, that we can mitigate to some extent, the prejudice, and can become more aware of the needs and problems of the aging and knowledgeable of how to meet the needs and solve the problems.

We are grateful to the speakers and the other participants who contributed so generously of their time and ability to make this seminar possible.

Edward K. Kelley

SEMINAR CHAIRMAN

Edward K. Kelley, Supervisor of Special Services
Iowa Employment Security Commission

GUEST SPEAKERS

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"THE BEST IS YET TO BE / THE LAST OF LIFE, FOR WHICH THE FIRST WAS MADE."

- BROWNING

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Why We Are Here

Well - not just to get you away from your offices for 3 days. Not simply to spend some available training money.

We do hope to brainwash you a little. We hope to learn more about the over 40 worker, his characteristics and his potential, and to mitigate some of the misconceptions that exist regarding the older worker, even among our own people.

President Johnson has stated: "Our responsibility is not merely to prolong lives, but to enrich them." One aspect, then, of this conference will concern itself with how we can help to carry out the President's objectives.

In Iowa, 346,000 people are over the age of 65. Add to that the number of workers between the ages of 40 and 64 who encounter discrimination in employment and we can assume that a problem does exist.

There are many hindrances for the older worker. At times he lacks motivation, retains the unrealistic goals of his youth and is easily discouraged as the result of previous failures which makes him stop trying. Many of them have forgotten how to look for a job or have encountered the hostility of discriminating employers. Therefore, they need our compassion, our support and the full range of our services. Let's discuss some of those services.

Testing. Much has been said about the effectiveness or ineffectiveness of tests for the older worker. There are those who claim that there can be no validity to test scores of older workers because of the aging process--deterioration. I'm not an expert nor an authority on the subject but I have studied the findings of people who are authorities.

One fact to consider is that deterioration, including mental impairment, starts at a much earlier age than is usually realized. In fact, it commences earlier than most people would consider the prime of life. It is known that individual differences also exist in deterioration and those differences are so great that it is impossible to assume deterioration on the basis of age alone. Which would lead us to conclude that the effect of age on test scores is considerably less than most persons think. It has also been proven that at least some of the deterioration, as evidenced by lower test scores, is reversible under conditions providing challenge and motivation. We can only assume then that test scores would be valid for some older workers and non-valid for others--and that the same would be true for younger workers. Experience has shown older workers may be more handicapped by highly speeded tests than by power tests, but even this effect is less than is commonly assumed. Therefore, the decision to test or not to test must be based on the individual characteristics of the applicant and not on his age.

Training. One of the misconceptions regarding the older worker is that he cannot be trained or retrained. But those who are knowledgeable know that he can be trained. What has been learned only recently is that he must be trained differently. It is activity learning, to understand by linking a new experience to previous experience and to consolidate through practice. It may involve a longer period of training but he can be trained if he has the basic aptitude, if the method is appropriate and if motivation is established. This is not just a theory developed by someone in the academic or social services area--it has been proven by industry. Older workers have been trained and are now being trained by the Graflex Corporation in Rochester, New York. In fact, we learned of this method from Mr. Herbert Watkins who is industrial relations director of Graflex.

Counseling. As is true in training the older worker, we have learned that counseling the older worker must be approached differently than with other applicants. Traditional counseling aids are often less effective than rapport and understanding the older worker. But the need for counseling exists for older workers in the same proportion as for younger workers. Once again, the problems are different but the need for guidance is, in many instances, of real importance. To quote Dr. Harold Sheppard of the Upjohn Institute for Employment Research, "Behavior of an individual depends upon both himself and his environment--each individual behaves in ways that make sense to him.--Our job is to put ourselves in that person's position." Almost any interview situation could, to a degree, be considered a form of counseling and it is sometimes difficult for a young interviewer or counselor to put himself in the position of an older person. However, it is something that we must strive to achieve.

I have mentioned these three areas of our service specifically because they are the ones least frequently offered to the mature applicant. The concept of too old for testing--too old for counseling--too old for training, is one that must be eliminated from our thinking.

So we hope that here in these meetings we can discuss the things that are needed in serving the older worker. The need for better communication--from the administrative office to the local office--from the local office manager to his staff--and between staff members. We need to use the team approach in serving applicants--perhaps the intake interviewer, the placement interviewer and the counselor, working as a team. Do you ever have case conferences in your office? It's an effective tool. Do you involve your employer relations representative in placing difficult applicants? He's out in the field and he knows the employers. Do you ever invite employers into the office to speak at staff meetings? It's a good idea because he then becomes a member of your team.

So we are here to learn more about our older applicants and how we can become more effective and efficient in serving them. And, as we improve our service to one special worker group, we will improve our service to other groups. Time has been allowed for discussion, we hope that you will use it. Not just to question the speaker--but also to express your opinions and for group interaction. Take notes--because following the seminar, you will be requested to complete an evaluation questionnaire.

We sincerely hope that this will prove to be a profitable experience for all of us and that the information and knowledge acquired will make us more qualified in service to our fellow men.

Summary

It can be assumed that any meeting of individuals, assembled for a specific purpose, and which incorporates in its agenda an opportunity for discussion, an interchange of ideas, does bring forth significant progress in solving the particular problem or attaining the objective of the meeting. While it may appear that earthshaking conclusions are not achieved, the fact remains changes occur by the total chemistry of a meeting. Changes in attitudes, changing concepts, reconsideration of needs and evaluation of techniques are accomplished so subtly through group interaction that the participants are unaware of what is occurring. What better justification can there be for the importance of such meetings?

It was pointed out that this was the first significant seminar in Iowa dedicated to the vocational needs and problems of older workers and designed to create a learning situation for those individuals whose professional concerns involve those needs and problems.

As you read the following presentations of the speakers and reports on the workshops, you will learn that much of the discussion concerned the need for more realistic attitudes of the professionals, employers and the older workers themselves. This proved to be almost the theme of the seminar as discussions progressed from public relations as an influence on the attitude of the relevant public to the attitude of professionals regarding the worth of testing, counseling, and training for the older worker.

Counselors and interviewers, particularly the younger ones, frequently find it difficult to achieve rapport with older workers, simply because they don't understand them. Our training has given them no knowledge of the physical and psychological changes in the aging and no concept of the process of deterioration, subjects considered to be relevant and pertinent to the seminar. Revelation was made of the fact that in understanding the aging process one must consider that functional age is more important than chronological age and that many, many variables make the aging process an individual thing. Aging begins at the moment of conception and deterioration can start before the prime of life is reached.

Several of the speakers concurred in the premise that older workers cannot be classified, grouped or categorized; that the concept of individual differences must be applied in serving the older job applicant and no assumptions can be made as to the services needed by older workers until their individual needs have been determined. What applies to one older worker in need for services may be totally unsuitable for another.

The program was structured not only to provide a training situation on the needs and problems of the older worker per se but to involve also the more critical needs and problems of such older applicants as the alcoholic, the minority group member, and the physically and mentally impaired.

The value of a seminar can best be determined by the reaction and comments of the participants and after reviewing the participants' comments, it would appear that this one fulfilled a need.

Creating a Climate for the Older Worker

by Jerrold Groves

(My presentation for proceedings purposes has been put in synopsis form.)

To create is to build something that has never existed before. Imagination is a basic need in any creation. A climate on the other hand, refers to a general condition in a given area over a period of time, and the term older worker refers to the job seeker over 40 years of age. My presentation then, defined, deals with the general conditions and pervading attitudes of society toward the job seeker over 40 years of age, and what might be done creatively and imaginatively to help this segment of our working society.

There are five existing attitudes commonly seen in our society toward older workers:

1. An attitude of obsoletion. This is the feeling on the part of some employers that the older workers' skills are somehow outmoded and obsolete in this age of computer technology. I gave the example of a 45 year old man who had performed competently for 25 years in the area of production control only to find his job taken over today by computers. This man's job skills, learned in previous years, has been obsoleted by new developments in technology.

2. Another attitude commonly displayed today toward the older worker is what I term "degree-status". This attitude assumes that college credentials are the only way by which a man may advance in society. Many older workers--capable men with no college--are hindered by this stress on college degrees because they are at an age when further college training is not feasible for them. Two examples are: A business broker with 30 years of experience and a forest ranger with 35 years of experience, both stymied in their job success by a lack of formal college training.

3. The attitude of "settledness" is often seen in older workers themselves. This attitude keeps the older worker tied to one place through family pressures, financial obligations, and a general desire on his part to stay put. Such an attitude keeps many older workers from adjusting easily when a more vocational change is thrust upon them after the age of 40.

4. The attitude of placement people in employment offices and personnel offices often affects the older workers' chances for job success. Too often, placement people are guilty of pigeonholing the older worker into such job slots as night janitor, watchman or parking lot attendant. Such limited imagination on the part of placement people has the effect of narrowing job choices for the older worker and does not recognize his wider capabilities.

5. Pension plans and insurance problems are a big barrier to the older workers' job success. Many industries will not hire a man over 40 because they think their insurance risks are higher and their pension plan rulings do not readily

fit the older workers' job situation. Although an industry's reasons for not hiring the older worker may not be altogether valid, still insurance programs and pension plans do loom large as deterrents to successful job placement for the person over 40 today.

What are some of the creative and imaginative things that might be done to change the job barriers for the job seeker over 40? I recommend the following:

1. Place the stress on qualifications in hiring--not age. Industry could benefit from the employment service lead in this matter by removing all references to age in job orders and job needs. This is a matter of education and promotion on our part toward employers.

2. Develop a "college equivalency test" on the same order as already existing high school equivalency program. Such a test taken by capable older men would have the effect of saying to society, "this is a college equivalent man", even though he doesn't have a formal college degree. Such an equivalency test would hopefully enable capable older men to compete in our "degree status" minded society of today.

3. Put more stress on in-service training within industry. Personnel people could help the older worker a great deal by constantly reminding their men of the need of updating their skills. If some of their workers are threatened by obsoletion due to changing technological processes, such employees should be warned early and encouraged to retrain in other fields while they still have time to do so. Industry could also help by footing part of the expense of retraining.

4. Face up to one fact--some older workers are not going to be placed on jobs no matter what we do. We are living in a day and age when work weeks are becoming shorter and shorter and young and able prospective employees are becoming more and more numerous. These facts plus the longer life spans of older people today have the cumulative effect of making some older people men of leisure, whether they like it or not. For these people, the wise use of leisure time is their only hope and they should learn to use their leisure time effectively, even as they once learned to use their working time effectively.

Thank you for this opportunity to speak and I would leave you with a quote from Browning on your seminar program.

> "The best is yet to be--the last of life for which the first was made."

Browning had much hope apparently for people in their later years. I believe that we too can have such hope, even though the stresses and realities of society today may do their best to mar and dim such hope.

Public Relations and Publicity for the Older Worker

by Cheryl Moses

I may have a mental block about public relations for the older worker. Perhaps it is because I've just had another birthday myself. However, preparing this presentation was difficult for me mainly because I wanted to avoid the typical nothing-type talk one so often hears on public relations and communications. This type of gungho talks cheers a group to run out and send out a news release a day or write a pamphlet to solve all their public relations problems.

It perpetuates the idea that publicity and public relations are one and the same thing. It also encourages a lot of activity and a false sense that we have solved our public relations problems by a flurry of news releases.

Unfortunately a positive public relations program isn't that simple. Unlike the TV or movie idea of public relations, there are no overnight great wonderful extravagances that make or break an organization's public relations. The typical public relations man is pretty dull in comparison to Jack Lemmon's portrayal in Days of Wine and Roses. Seldom does public relations involve exciting last minute phone calls to the city editor letting him in on a banner story.

Yet in a different way, public relations is an exciting and interesting art and science. And each of you are involved in public relations every day whether you realize it or not. Each of our offices and this agency as a whole has a public relations program.

We know it exists because you, your office and this agency do not operate in a vacuum. Everything we do affects people directly or indirectly. And these people, as individuals or as a group, are our publics. They all have attitudes toward us. Even their indifference is an attitude.

To carry out a positive public relations program, we must first look at these attitudes and how they may create problems in reaching our goals.

As a well-known American would say, let us now reason together and let's see what we come up with in developing a public relations program for your office.

First of all, I'd like to ask you to outline your operating objectives as far as the older worker is concerned. Now, the first reaction when I ask someone to do this, is the reply, "Well, you know."

But do we really know? Can you set out briefly in a few lines or paragraphs your operating objectives and program for the older worker for the coming year? Have you planned, at least roughly, how this program will operate in the next five years?

If you can truly say you know your operating objectives, you can begin to plan a positive public relations program. Your next step is to ask yourself what publics are affected? Your own staff? Other social agencies? Special employer groups? The general public? A special group within the older worker category?

Of these special publics whose general understanding do you need? Whose active, positive support?

Do you have it? Are you sure? How can you find out?

If you don't have it, why?

Ignorance? Conflicting program? Conflicting philosophy? Inadequacies in your own performance or attitude?

If you don't have it, how can you achieve it?

Try to ask and answer these questions in terms of public and community interest. Your own self-interest in succeeding in what you undertake is irrelevant. Try to stand off and examine your program with the eyes of others.

Some answers will come through careful and candid review of office experience. Others will have to be sought outside from the publics you are interested in.

Since we as an agency do not have the money for opinion research, you will have to rely on chance contacts, press clippings, radio monitoring, letters of criticism and commendation and all those expressions of attitude which happens to come to your attention. You can use a little empathy to find out how groups or individuals will react to your actions. If I were the older job applicant and such and such happened, how would I feel?

Analysis of mass media content as it relates to older workers also will serve several useful purposes. First, it reflects what currently interests and concerns people. More important, it reveals what information is currently being brought to public attention. Flipping through a few magazines and looking at the ads, for instance, certainly points out America's fascination with youth and staying young.

Once you have identified your public, your public relations objectives with each and the obstacles standing in your way, you can start to plan action.

Now is the time you must realize the important distinction between public relations and publicity. Publicity is a useful tool of public relations and sometimes it alone can accomplish your public relations purpose. At other times publicity may have no role at all or, at most, is an inconspicious part in the action plan you devise. Under some circumstances, your primary tool will be unpublicized internal administrative action to improve direct relations with employers, job-seeking clients, etc. In other instances, your analysis may show external community relations work is needed and you may want to consult with other organizations.

Your public relations activities will vary with the particular operating problem, the publics you are dealing with and your public relations goal. More often than not, this action will be coupled with publicity either through the mass media or channeled directly to the special public you want to reach.

If you have thoroughly and objectively analyzed your problem, a pin-pointed action plan will almost spell itself out.

I believe you will find that the single most influential public you have to be concerned with is your own office staff. A staff member who sees 10 persons a day has about 2,500 face-to-face opportunities a year to build or injure the good name of our agency. A receptionist in a busy office who sees 50 persons a day has about 7,500 such opportunities. How many phone calls come into your office and go out of it each day? How many friends do your staff members talk shop with? This is public relations and it goes on day in and day out. Unless it results in appreciation and respect for our agency and the way it's administered, no publicity or public relations efforts can be effective.

Your first public relations responsibility is to see that all the staff fully understands your older worker program and, in attitude and action, reflects the philosophy behind it.

At this point, I would be less than realistic to point out that I know you as an individual must carry out your public relations program within the entire public relations program of your local office and the agency. A poorly handled job or a curt reply by any agency member will reflect on your public relations for the older worker even if it is totally unrelated.

So far we've discussed public relations in a pretty general vein. Now let's talk about publicity for the older worker. If you are going to be called upon to do publicity on the employment problems of the older worker, your first step should be to develop a fact file. This fact file might contain a speech on older workers by Secretary of Labor Wirtz, it could be an interesting article on careers for older women from the Ladies Home Journal, it might be an interesting anecdote you could use in a group session, it might be a news item on another program that could be changed and fitted to the older worker program. Hopefully it could be an item from the IESC Digest that tells of a successful older worker program in another state. These little fact files can be invaluable. They can save the day when you're called on to give a speech at short notice. They can help you pick the brains of other people when you run short of an idea.

As you work on the employment problems of older Iowans, you may find there are printed materials or audio-visual aides that you feel would be beneficial. I would like to urge you to let us know what these needs are. They will help us in the administrative office develop items that more closely fit your activities than if we just try to guess.

If you have some publicity idea and you are not sure how to get it done or need some technical help, please let us know.

Now I'd like to turn this over to you. To help me in the agency PR planning, I would appreciate hearing your public relations and publicity problems and plans.

Drake Pre-Retirement Planning Center

by Marion Jones

Purpose: To help anyone within 10 or 15 years of retirement, test and improve their potential for productive activity after retiring from full-time, regular employment.

Five Areas of Occupation - 503 persons in First Year's Program.

Industrial Blue Collar
Clerical White Collar
Professional (nurse, doctor, lawyer, etc.)
Government Employees
Public-at-large

Format - Method of presentation - 7 sessions - 2 hours each

Lecture with discussion periods
Some audio-visual aids
Use of "experts" to give lectures

Areas of interest presented
1. Health and Welfare
2. Legal and financial
3. Continuous education
4. Role defining activities

Choice of Site for this Center

-- Iowa's "old" population -- until recently led states in proportion

-- Drake University in Des Moines -- a good site

How Funded

60% -- Administration on Aging - HEW

40% -- Department of Labor

Age of Participants

Age Range - 45 - 72 years

Average age range - 50 - 65 years

Average age - 57 1/2 years

Reasons for the Course

Life expectancy increasing.
Shorter work week - more leisure.
Need for proper information - what to expect in retirement
- how to meet the problems
- how to plan for retirement before retirement age is reached
- learn that retirement is a personal problem.

Meeting the Problem of Setting up Program in Industries

1 hour of employee time - 1 hour of company time

Encouraged only volunteers to take course

Use of someone in authority to be in charge -- to oversee that mechanics of course was provided (room - time - participants present).

Recruitment of Participants

Use TV and Radio
Newspaper ads
Word-of-mouth
Personal contact with business and industry.

Evaluation of First Year's Program

-- Questionnaires given participants at first and last sessions to determine if attitudes on retirement have changed through information given

-- Found better result if person attended all sessions

-- Consideration of adding personality and interest inventories to course

-- Some persons objected to taking the tests

-- Program has been very well accepted

Special Research asked by Department of Labor -- asked participants 4 questions (103 took test)

1. Present age
2. Age expected to retire
3. Expected retirement income
4. Need for retirement

$400 indicated as needed monthly retirement income (Directors felt this too low--would add $100)
64 indicated as retirement age (expected)
53% indicated need for part-time employment
23% indicated full time and part-time employment

All participants
Education - all at least high school
Income (1) Ave $4, 500 (mainly female workers)
(2) Ave $9, 000 (men, mgr., executives, professionals)

Future - A 3 year program now - Third year - may take program over the state.

Addition of subjects to course as indicated

Workshops

Two hours was allotted for discussions and reports were given by the group leaders. In their evaluation of the seminar, participants felt this was one of the most beneficial and productive segments of the sessions.

I Upgrading for Employability

II Developing a Plan of Action for the Older Worker

III Attitudes As They Are and As They Should Be

IV Job Development for the Older Worker

Workshop I
Upgrading for Employability

Many individuals in the older worker group, who become unemployed before reaching retirement age, still are saddled with financial responsibilities. Some of them do not yet have their homes paid for, they may have children in college or aged relatives dependent upon them. And unfortunately, many of them find the skills they have developed in their previous employment aren't needed in today's job market.

How can we best serve this applicant? What other agencies can we involve to assist with his problems? Should he be counseled? If so, what should the counselor seek to accomplish? What would be a practical and workable plan for this type of applicant?

Discussion Group Report

by Donna Anderson

We came up with no earth-shattering solutions to this problem. We did, however, discover that to upgrade the older worker for employability we needed to upgrade ourselves as interviewers or counselors.

Here are a few of the many ideas expressed in our group. Throughout this seminar attitude has been pointed out as one of the major factors of employability for the older worker. The attitudes of the applicant and the interviewer in many cases need to be changed. To upgrade someone, you must have the desire to help him and he must have the desire to help himself. This sounds very noble, but we are working in the very basic and practical area of employment. Nobility of intent is meaningful to the people we serve only if it produces results--a job or at least the knowledge we gave all the service we could to the individual.

When we talked of "upgrading" we were not as much concerned with getting the older worker a better paying job or a new skill, although this may result. We were more interested in helping him to find a satisfying job which he could perform successfully.

To do this we must look at the applicant as an individual, with all of his fears, his financial problems, physical limitations and most of all his possible lack of confidence in himself and the ability of others to help him.

We must help the applicant get a realistic picture of his particular situation. Many times the needs and ideas of other members of his family play a very important part in the direction the applicant decides to pursue. He cannot make a decision about upgrading himself until he gets a clear idea of his starting place. We can help him see himself by providing counseling, labor market information and testing. There are times when the older worker is not ready for decision making even though he has exhausted most of our services. Perhaps his financial worries or home situation make him desperate and unable to realize his strengths and limitations. We must be alert to this situation and refer him to other agencies or persons who can assist him such as the Division of

Rehabilitation, Education and Services, a minister or priest, Family Services or whatever other resources we have available in our community.

Our greatest challenge comes when the applicant has recognized his position and has developed a plan of action. Perhaps he has received training under the Manpower Development and Training Act or has decided on an occupation that can be learned on the job. Now we must help him get that job!

Since it may have been a long time since he has applied for a job, we must gain his confidence and give him pointers on how to conduct a job interview. We need to be honest with the applicant and the employer. Many times a job development call made while the applicant is at our desk is helpful since we can indicate points to stress and at the same time show the applicant we are actually trying to find him a job. Don't be afraid to refer on job orders even if you do not feel the employer will hire the applicant--let the employer do the hiring. Encourage the applicant to look for work on his own. See him as often as your work load permits and when you see him try to do something for him each time. This will help to give him confidence.

Our final conclusion: Attitude, not age, is the real problem.

Workshop II
Developing a Plan of Action for the Older Worker

Reports come frequently from older workers that when they visit their local employment service office they receive the "don't call us, we'll call you," treatment. Eventually the application goes into the inactive file and that, seemingly, solves the problem. This is not in keeping with our precept of total service to all applicants and the needs of the older applicant are as real and as urgent. But he must be dealt with differently because his fears are not the fears of the young worker and his attitude is not the usual one. In fact, all of his reactions are different. Then, too, there is the employer who may be hesitant to hiring the over 40 worker.

Should there be certain designated persons in the office with special training in service to the aging? How can we make certain that we place the older applicant at his highest potential? Should all office personnel be trained to work with the aging--including receptionist and sub-professionals? What plan of action can a local office develop for serving these applicants?

Discussion Group Report

by John Ginter

Don't call us, we'll call you - We can make the placement or John Doe call on the applicant's first visit. If you feel uncomfortable having the applicant overhear your conversation, make the call out of his presence. An explanation of plan of job seeking strategy with particular employer will help pave the way here. Maybe it's good for the older worker to hear his strong points enumerated and his weak points soft pedaled or neglected.

Inactivation - We can follow the Human Resources Development concept to avoid inactivation with no purges, as such. Follow-up letters can be sent to determine availability.

Needs real and urgent - Counseling should be offered to the applicant with unrealistic job demands. Usually job needs are very real for the lower half of the older worker group since college or high school age children makes a job an economic necessity. A need for office wide understanding of the real and urgent needs for jobs and what you plan for the older worker. An in-depth interview can create a long waiting line so the manager should be alerted or perhaps the applicant can be given an appointment for a less busy time. Better time utilization by interviewers through appointments or call-ins might also help. Some small offices have a physical size problem that makes normal interviewing difficult because of the nearby ears of other applicants. Music would help here.

Fears of older workers - Fear of obsolescence - Fears no place for him coming to the end of his useful life. Afraid he is too old to learn, tends to build psychological blocks--need to build confidence in these clients in order to overcome these fears.

Attitudes of the interviewer are important here. Use staff meeting case review. Sometimes the older worker contemplating a job change seems more fearful than the unemployed. We feel every office should have a counselor available in the office, preferably full time. Perhaps all interviewers to have counselor training in those offices without counselors. Don't use counseling as a way to slough him off.

Designated persons - In a small office all staff should be able to handle older workers' special problems. Specialists are needed for larger offices. Manpower Development and Training and HRD concept indicates a further trend toward specialization with the tendency for the employment service to move away from the placement of the easily employable. Job listings or a cafeteria-style approach similar to those at professional conventions might be the answer for those with special placement problems.

Highest potential - Common sense should be applied in attempting to maximize potential of any applicant.

Trained office personnel - Yes, categorically.

Training plan - Following in outline form titled "Tentative Plan."

(1) Training orientation of all office personnel--formal or semi-formal--on a continuing basis conducted by the office manager or older worker specialist using creative ideas from the staff and brainstorming.

(2) Staff case review with older worker specialist.

(3) Counseling or in-depth interviewing to discover and later negative attitudes of older worker.

(4) Employer acceptance should emphasize applicant's qualifications, use ERR's to educate employer and include specialized placement service to gain acceptance.

(5) Follow up should be done by the employer relations representative, by phone and by letter to employer regarding applicant.

Workshop III
Attitudes As They Are and As They Should Be

by Jerry Groves

Attitudes as they are:

1. "Can't use him--he's too old." Attitude often seen in employers.
2. Hostility--Frustration--Discouragement. Attitudes often seen in older workers themselves after a series of job rejections by employers.
3. Wife's attitude is often a factor in older worker's job success. Her attitude whether positive or negative, will often affect a man's attitude toward his work.
4. Attitudes of job placement interviewers, especially the young interviewers, at times may be negative and apprehensive toward older workers. Such attitudes melt away, however, when the interviewer sees the older person as a human being in need like everyone else. Age differential should be no real barrier to communication between interviewer and older worker applicant.
5. Attitude of hopelessness is often seen in older worker and placement interviewer alike on job placement success for the older worker.

Attitudes as they should be:

1. Placement personnel should develop attitude that job placement for older worker is not their responsibility alone. They should practice the team approach and utilize all other agencies in their effort to place the older worker.
2. Placement personnel should develop an attitude of hopefulness in their efforts to place the older worker. Any negative attitudes on their part is sure to detract from their chances of placing the older person.
3. An attitude of persistence is a must if one would have success in placing older workers.
4. The attitude of employers toward older workers must be changed. They must be made to see the dollar value of older workers in their employ. One person suggested pressure groups to influence employers to hire older workers.
5. We must learn to see the older worker as an individual and evaluate his capabilities on an individual basis to gain success in his placement. The attitude, which sees older people as unique individuals, is most important if one would truly deal with his job problems.

Workshop IV
Job Development for the Older Worker

by Shirley Miller

First of all we decided on a definition of job development as the process of solicting an employer order for a specific applicant for whom the local office has no suitable openings currently on file.

Then we took up the question of the best approach to an employer on behalf of the older worker. We discussed the tools available such as profiles, resumes, 509 cards, telephone and personal visits. While there are advantages and disadvantages to each approach we felt there was no doubt the personal contact was the best approach.

Our next question was how well is the older worker job development integrated and coordinated with mainstream job development contacts? The consensus was that we do job development for the prime age group 18 to 45. We also felt there is tendency to approach the employer apologetically about the older applicant and we don't always accentuate the positive but tend to project negative aspects first.

We then discussed how we could develop more part-time job opportunities. Our discussion indicated a tendency to stereotype jobs for older workers in the janitor, custodian range, etc. The indication was clear we should use a little more imagination and initiative in contacting employers. In some areas the minimum wage law has created part-time openings in an attempt by an employer to avoid overtime pay. As a result, he creates two part-time openings and is open to hiring older workers. One of our group found this especially true in the retail trade. We suggest a team approach by the entire staff--ERR, VER, interviewers and other staff. As to the role Employer Relations Representative and Veterans Employment Representative should play in job development, we mutually agreed they should play a key role due to their personal contact with many employers. We felt one particular need, however, was for them to feed this information back to others in the local office.

Our group agreed that if we did effective job development for older applicants this would pave the way for employment of other mature workers.

Finally the preparation of the older worker for the job development interview was discussed. The group felt this was an important part of the job development process and this preparation might include a discussion of his strengths, weaknesses, appearance, attitude and many other things pertinent to the job situation.

In conclusion, we felt job development on a personal basis would be the eventual answer to placing many older workers.

Providing Service and Agency Cooperation for the Older Worker

by David L. Mills

Vocational Rehabilitation Services

The Division of Rehabilitation Education and Services is administered statewide under the Iowa Department of Public Instruction. At the national and regional level we are under the auspices of the Rehabilitation Services Administration, U.S. Department of Health, Education, and Welfare. However, the only direct services to clients are performed at the state level. Our role is to serve persons with physical, mental or behavioral disorders that prevent them from obtaining or maintaining suitable employment or realization of a more full, useful life.

Our eligibility criteria is based on three factors: (1) a finding of a medical or a psychologically defined physical, mental or behavioral disability; (2) the existence of a substantial handicap to employment; and (3) a reasonable expectation that vocational rehabilitation services may enable the individual to engage in a gainful occupation. The referral source can be an individual, agency, organization, or even the potential client. After receiving the referral information, an extensive diagnosis is started which includes medical, social, psychological, educational and work history to provide a comprehensive picture of the client as a "whole man" concept to assist the rehabilitation counselor in determining if the client is eligible for services.

The state-federal program of vocational rehabilitation began in 1921 and since that time has continued to broaden its scope of services with each amendment to the Vocational Rehabilitation Act. Basic services at this time include: (1) comprehensive evaluation including medical study and diagnosis; (2) medical surgery and hospital care and related therapy to remove or reduce disability; (3) prosthetic devices; (4) counseling and guidance in achieving vocational adjustment; (5) training; (6) service in comprehensive or specialized rehabilitation facilities including adjustment centers; (7) the maintenance and transportation as appropriate during rehabilitation; (8) tools, equipment, and licenses for work on a job or in establishing a small business; and (9) placement on a job and follow-up. Clients receive those services that will assist them to reach their rehabilitation goal which has been established by the client with the aid of the vocational rehabilitation counselor.

At the present time, we are serving persons with physical disabilities such as amputees, post-polio residuals, orthopedic deformities, heart conditions, diabetes and other similar physical disorders. We also serve persons with mental difficulties, such as persons given psychotic and neurotic classifications, personality disorders and the mentally retarded. The 1965 amendments to the Vocation Rehabilitation Act broadened the concept of disability by including the category of behavioral disorder. The amendment indicated that a behavioral disorder is characterized by deviant social behavior or impaired ability to carry out normal relationships with family and community, which may result from vocational, educational, social, environmental or other factors. This provided us an opportunity to work with persons in correctional institutes, long-termed and chronically unemployed persons, and in some cases, persons classified as disadvantaged and impoverished or welfare recipients. The federal government, in providing guidelines on interpreting the legislative amendments, made it mandatory to have this socially deviant behavior certified by a psychiatrist or a psychologist. This then narrowed the total group of persons classified as disadvantaged and impoverished (the actual welfare recipient).

The Older Worker and Vocational Rehabilitation

The seminar today deals specifically with serving the older worker. Currently our federal regulations indicate that age, in and of itself, does not constitute a disability. This, then, does not satisfy point one of our three point eligibility criteria. Basically, a disability must be present. This must constitute a vocational handicap and it is expected that with services a goal of suitable employment can be reached. While the older worker is not classified under our regulations as disabled, we certainly would not deny the fact that he does have a vocational handicap which produces employment barriers. I feel it might be important to give you a general definition of disabled and handicapped, since many people consider them as synonymous. A disabled person is an individual with a condition of physical, mental or emotional impairment which can be quantitatively and qualitatively evaluated in medical or other objective terminology. A handicapped person is an individual with a condition of physical, mental, social, educational, environmental, economic or emotional impairment in which the emphasis is on the cumulative results which these factors have interposed between the individual and his maximum functional level.

The 1968 amendments to the Vocational Rehabilitation Act were just signed within the last two or three weeks by President Johnson. This re-defines disability and indicates many of the factors we formerly viewed as vocational handicaps can now be listed as disabilities. On the surface, this would again broaden those categories which we can serve. The amendments will undergo an interpretation at the federal level and be passed down in the form of federal regulations and guidelines to the states. They will have to be incorporated into our State Plan of Operations and then indoctrination of our staff and referral sources would begin. This may broaden our roles to include more older workers not currently classified as disabled under our present regulations.

I do not mean to imply that because of the above mentioned regulations, we do not provide services to persons who could be classified as older workers. Past studies by the Department of Health clearly demonstrate there is a greater prevalence of disabling conditions in persons classified in the older worker range. This means many of the persons we serve in the older worker category have some diagnosable disability for eligibility purposes and their age in many instances is a contributing factor to a vocational handicap.

Statistically speaking, two years ago 14 per cent of persons in the 35-to-44 year old range, 18.1 per cent of persons in the 45-to-60 year old range and .7 per cent of persons in 65 or over range were closed as rehabilitated. This means 32.8 per cent of persons closed rehabilitated during that year were in the older worker age range as classified by our Division. Last year, 14.3 per cent of the persons were in the 35-to-

44 year old range, 21.1 per cent were in the 45-to-64 year old range, and .5 per cent were in the 65 and over range, making a total of 35.9 per cent of the persons closed as rehabilitated who were in the older worker category. We have not kept statistics for the last four or five years regarding the age range of those persons served during the year, but still remaining as open cases receiving services. When we did keep these figures, the percentage showed an insignificant difference percentage-wise with the persons closed as rehabilitated. A projected figure, then, for cases in our statewide caseload as of July 1, 1968, which totaled slightly over 13,000 persons, indicates we have approximately 4,700 persons on our rolls receiving or awaiting service in the older worker range.

Older Worker Employment Problems as Experienced by DRES

I would like to classify the older worker into two general categories since I believe these categories experience different problems with obtaining or maintaining employment. I also believe there are different approaches to solving or minimizing these problems.

Chronological Age. The actual age in number of years produces many problems over which the older worker has very little control and very seldom any organized method of combating. Many employers for some time have had upper age limits regarding their hiring policy. The Age Discrimination and Employment Act of 1967 prohibits arbitrary age discrimination in employment against individuals 40 to 65 years of age and promotes employment based on ability rather than age. This act clearly outlines regulations for the employer, employment agencies and labor unions.

However, it is my opinion this Act would be very difficult to enforce and employers can find a more subtle, hidden reason for not hiring the older worker. Our past experiences with employers indicate many are concerned about the retirement benefits and many firms use this as recruitment enticements. They feel this certainly raises the cost of hiring an older person. With the frequent job change among younger workers, it is felt by maintaining a large force of younger workers, very few persons would be taking advantage of any retirement benefits handled by the company and, therefore, a considerable amount of savings would result.

The inability of an older worker to maintain the production level of a younger worker has also been mentioned. With the advent of time and study or efficiency experts, this has been given considerable weight based on the studies performed within each plant. However, there are some studies which contradict these findings. I recall a study done by an Indiana firm which was quite concerned about its overall yearly production. Their time and study experts within the plant had done some production studies and found the younger worker was outproducing the older worker significantly on the short-timing basis. The firm went beyond the short-term production checks and included other variables such as sick leave, tardiness, adherence to coffee breaks and lunchtime periods, employee work attitudes and the hour of each day at which each worker reached his peak performance. The results from their study clearly demonstrated the older worker had far better production records at the close of the year. They revamped their employment policies and hired no one under age 40. Companies lately have been undergoing a considerable amount of merging or reorganization which finds many of the older workers in the management level being terminated. This produces a serious problem to the employee and employment agencies, since you have a person over 40 years of age who has commanded an annual salary over $20,000, seeking job openings at a similar level with comparable salaries. Employers in turn are looking for the younger worker and providing him training and experience in management operations. Many companies are also faced with pressure from the younger workers since they demonstrate considerable impatience and view frequent advancement within a company as necessary or they seek job possibilities elsewhere. This causes considerable problems for the employer which frequently results in the older worker at the management level being forced into early retirement to make way for the younger worker.

Attitudinal Age. I consider this a serious problem which the employee does have direct control over. Attitudinal age has no chronological age range and can be found in the 25 year old just the same as it may be found in the 45 or 60 year old worker. By attitudinal age I mean the inability on the part of the worker to accept changes in methods and technology of the job. This includes the technical advances constantly being made which tend to require more and more job skills. Unless a worker continually keeps abreast of these technological changes, he finds himself in a skilled job for which he has not maintained his skill level. The attitudinal age can mean that the worker with some job longevity or seniority sees himself as having the "inherent right" to take it easy on the job. It can also describe the worker who ceases to be imaginative, enthusiastic and creative. These are problems that agencies serving the older worker do have some definite controls over and contributions to make in eliminating this problem. This would require a variety of services which would include counseling with the individual regarding technological changes and his own job growth and development. It involves establishment of training to keep the employee's job skills at the level which is being demanded or anticipated in the near future. It involves a comprehensive diagnostic evaluation of the "whole man" to assist in identifying new vocational objectives for persons who have been employed in occupations that have become obsolete or where the number of openings for such occupations are greatly reduced. It will involve personal adjustment counseling for those older workers who have suffered traumatic emotional difficulties due to the change in their vocational patterns, and as a result have lost their concept of self-worth or ego strength, particularly in relation to the other psychological aspects which accompany the aging process.

Solutions to the Problem of Employment of the Older Worker

Solutions to the problem are many and, as the topic of this seminar implies, will require a great amount of agency cooperation to resolve the problem. I know of no agency that offers comprehensive enough services to meet the total needs of the older worker. I have mentioned a few of my own ideas about solutions to the problems I have identified, and I have as handout material a list on employment problems of the older worker and suggestions for alleviating these problems compiled by a wide variety of resources. Four booklets are also listed as bibliography material which have been prepared in cooperation with the Rehabilitation Services Administration.

I feel we must develop a positive attitude in the older worker, with the employer and within ourselves. We must actually prepare the older worker for new employment through adequate diagnosis, skill development, personal adjustment, and placement assistance rather than superficially examining his qualifications and feeding him possible job openings. We also have a very important public relations role to perform with the employer and co-workers regarding the understanding and acceptance of the older worker.

As we examine the problems of rehabilitation of the older worker, we face the possibility of opening a Pandora's Box--income, housing, medical care, employment, mobility, activity, leisure programming, skilled training, community and employer receptivity, and, in many cases, the simple art of just plain retirement living after a lifetime of hard work and/or responsible decision making. To solve this complexity of problems, we must develop agency cooperation. We must view these problems not as problems but as challenges. We must become "Action Oriented"--let's do something about it, not just talk or coordinate it.

Expanded Social Services to Aged
A Concern of Public Welfare

by Joseph L. Veehoff

In the United States the right of elderly needy persons to public assistance based on their individual need has received virtually universal recognition. The principle assistance program providing income to older people is the Old Age Assistance program which is available to needy persons over 65 years of age. It is, however, important to note that older persons are also receiving Aid to the Blind and that many individuals receiving Aid to the Disabled are between 55 and 65 years of age.

In each state these programs are governed primarily by state law but must meet certain basic conditions to qualify for federal aid under provisions of the Social Security Act. These conditions include the requirement that all federally-aided assistance be paid in the form of cash or medical care and that eligibility for these programs be based on actual need. All states and territories have adapted their Old Age Assistance programs to take advantage of this federal aid, so the program is actually nationwide.

We are all aware of the conditions in our society which have justified the need for a public assistance program for older persons. To mention some--the changing role of the family, increased life expectancy, industrialization, and automation, inflation and the trend from rural to urban living. The existence of the Old Age Assistance program should not, however, lead us to believe that older people, after reaching some magic age, become members of a special group with problems all their own uncommon to younger members of society.

Persons of all ages continue to be human beings with the same basic needs as all other human beings. People in their later years, as in their earlier years, need the financial means to purchase the requirements, help, and sometimes protection of other human beings. Above all, they need the opportunity to function at the maximum of their potential and to be accepted as individuals with dignity and worth by other members of the total community.

We do, of course, recognize that certain problems are more common among persons in their later years but this does not justify the tendency to squeeze all people over a particular age into a single pidgeon-hole category. It is, in fact, increasingly difficult to define what we mean by the term "old age," but we will not dwell upon this today.

The responsibility of public welfare, then, is to help individuals who cannot fully meet their own needs. This function is a service much like the personal help of one human being to another, but it also usually includes the furnishing of basic necessities of life in circumstances when they are not otherwise available.

The possibility of an individual needing this kind of help obviously increases as he advances into his later years. Whether he receives it from his family or from a public welfare program depends on each individual's circumstances. When the needs of an individual exceed the resources of the family, his needs become the responsibility of public welfare.

Before the Federal Social Security Act was passed in 1935, Iowa as well as many other states, was aware of an increasing economic need among older people which was not being adequately met either by family resources or by other private resources. As a result, the Old Age Assistance program was established in 1934 under the Old Age Assistance Commission of Iowa. This was made possible through an annual tax of $2 on all persons over 21 years of age. The present Old Age Assistance program, under the Federal Social Security Act, was established in Iowa in 1937 and the old commission was abolished.

During fiscal year 1938, the first full year of federal and state participation, over 50, 000 persons received assistance under the Old Age Assistance program. As more and more persons become eligible for Old-age and Survivors Insurance (Social Security benefits) the number receiving Old Age Assistance is steadily decreasing. In 1957, the number had dropped to 38, 644 and the June 1968 caseload was 23, 560. If this trend continues, it is conceivable the caseload in 1977 may be reduced to 10, 000 persons or could even be completely abolished and replaced by broader coverage under the Social Security program.

There are more than twice as many women than men receiving Old Age Assistance. Sixty per cent of the present caseload are widowed and only 17 per cent have a married spouse in the home. Approximately half or 13, 000 of these individuals live in their own home and about 7, 000 are residents of nursing homes, custodial homes and other medical institutions. Their average age is 80 years old and about three-fifths of them reside in towns and cities over 2, 500 population. The fact that 5, 041, or about one-fifth of the total caseload are patients in nursing homes indicates illness is a serious problem among persons of this age.

During the past fiscal year $30 million was spent for assistance and medical services in the Old Age Assistance program. Of this amount, $16, 835, 000 or approximately 57 per cent was paid to the recipients in the form of assistance grants. About 29 per cent of the total or $8, 511, 000 was paid for nursing home care. Another $4, 306, 000, over 14 per cent of the total expenses, was paid for other medical care. Thus, better than 43 per cent of the total was for the care of illness.

The average cost for medical care during the past fiscal year was $26.59 a recipient a month, or an average of $323.46 for each recipient receiving medical care during the year. Of all recipients in the Old Age Assistance program 54.4 per cent received medical care. In addition, 8, 500 individuals received medical assistance only through the Department's Medical Assistance program, but did not receive aid through the Old Age Assistance program.

In addition to the health problems which plague over half of the Old Age Assistance recipients, about 12 per cent of them have other problems which have been defined by their caseworkers. These include the need for more protection and supervision, financial and money management problems, strained household or family relationships, inadequate housing or living arrangements and others. The responsibility of providing social work service begins at this point when relatives or other resources do not meet the individual's needs.

The public welfare worker, acting in behalf of the Department of Social Services is called upon to see what resources of knowledge, authority, contacts or access to specialized aid he can bring to bear on the problem. This service may be extended directly to the individual in need of help or it may take the form of assisting the community in recognizing the needs of older persons and developing resources to help in meeting their needs, such as improved housing or old-age centers offering services including recreation, education, and information. The public welfare worker might also find himself assisting an elderly invalid to find and secure admission to a suitable nursing home or simply giving advice and counsel to the family of an unhappy or frustrated older person to make his life a little more livable. Supervision and licensing of custodial homes in which older persons choose to reside to assure their safety and protection, would be an example of indirect service based on the authority of law. In each case, the family protective role toward the individual is shared or assumed by the public welfare worker.

The fact that an increasing number of older people are today in need of some measure of organized social service is no reflection on their independence. It results directly from the inadequacy of older forms of help and support to meet their total needs in a period of greater longevity, greater detachment from the family, frequent social isolation and greater complexity in our society. The needs themselves are, in no sense, new. However, old ways of meeting these needs are no longer adequate. Old Age Assistance recipients are not the only elderly people who need help with their problems. In Iowa, 1 out of every 8 persons or 12.6 per cent of our total population is 65 years of age or over. Many of these individuals could benefit from social services. This social need will become increasingly apparent as the broadening social insurance programs of Social Security continue to reduce the number of older people who find it necessary to rely on Old Age Assistance for financial support. The responsibility to provide social services to all persons in need of them is recognized by the Department of Social Services.

Under the Department of Social Services' reorganized structure, special emphasis will be given to providing services to the aged through the Division of Adult Services within the Bureau of Income Maintenance Services. The initial thrust of this division will be to develop community-based programs of services to adult recipients of Old Age Assistance, Aid to the Disabled, Aid to the Blind, and Medical Assistance. This division will review caseloads and initiate studies designed to reduce caseloads, fill gaps in services and generally upgrade the kind and level of social work services rendered by public welfare workers. One immediate problem that is apparent in the provision of adult services at the community level is the present size of the caseloads carried by public welfare workers which is much too large in some areas to enable them to provide intensive services. Because of this problem, there are areas in Iowa where services provided adult recipients are practically nonexistent. We believe that this problem can be overcome by a great extent by establishing realistic caseloads. The Division of Adult Services will have strong ties with the several institutions dealing with adults, especially the mental health institutes, the hospital-schools, and the Iowa Soldiers Home. It will also establish close working relationships with agencies such as the Iowa Comprehensive Alcoholism Project, the Division of Rehabilitation and Educational Services, the Commission on the Aging and the Commission for the Blind.

Social services, like anything else, costs money and it is estimated old age assistance appropriations would have to be doubled to provide adequate services to all individuals over 65 who need them. However, 75 per cent of this expense would be borne by the federal government. It is recognized that many of the problems experienced by older persons could have been avoided or lessened if help had been provided to prepare them for retirement and old age. People must be taught to make better use of leisure time and to develop hobbies and special interests after retirement. Unoccupied time is one of the greatest problems which old people face. It affects every area of their adjustment as well as their health and well-being.

A relatively new service which has been developed by our department is the Homemaker Service program. Homemaker Service complements and extends the broad range of social services of the welfare department by providing agency supervised homemakers in the homes of families and individuals to assist with the maintenance and management of their homes, to upgrade family levels of living and to provide personal care for ill or disabled persons in their own homes. Unfortunately, the department is, at this point, only able to provide consultative services to communities wanting to provide homemaker services. We have no funds currently available to set up such services within our own county departments. However, this is a priority program when funds become available and appropriations will be requested in the Department of Social Services' upcoming biennial budget.

It is recognized the services which the Department of Social Services provides to older Iowans are still not adequate in quantity or quality to meet all of the needs. We like to believe, however, that the majority of Iowans are convinced that people who have fulfilled their productive obligation to society are entitled in their years of retirement to a fair share of the product of those who are still working. There is yet a need to bring the availability of public welfare services closer to the people through the development of neighborhood centers and neighborhood workers. There is need for more effective methods of cooperating and planning between public welfare and other agencies of the community. There is need for better public interpretation so that people will feel free to accept public welfare without a feeling of guilt or shame.

It is difficult and dangerous to generalize about the scope of help which the Department of Social Services can provide to older persons in all counties of Iowa. Much depends on the individual public welfare worker, the individual recipient, the attitude of the agency and community and the availability of other community resources. The training of the public welfare worker, his compensation, his caseload and the amount of record keeping he must perform are major factors in determining the amount of social service he can provide beyond the basic determination of economic eligibility which is his indispensable function. Everyone hopes that diminishing total caseloads in the Old Age Assistance program and the increasing emphasis on social service generally will bring about more universal professional competence, higher salaries and lower caseloads for public assistance workers. The Department of Social Services is committed to provide the best possible services within its limitations to the senior citizens of Iowa.

Physical and Psychological Changes in the Aging

by Mrs. Mabel I. Edwards

Are there important reasons for treating older workers differently from middle and younger aged workers, other than those of specific illness or disability? It is obvious that the older work is different through his experience of having lived many more years, of having an older body, and of having outlived many of his associates. However, he may not be willing to accept or admit to these differences until he has suffered a serious illness or a traumatic experience such as losing or of being retired from his job.

Counselors, employers, supervisors and other personnel concerned with older employees must face up to the fact that older persons, like younger ones, are still individuals with needs and desires and goals, and with some means of satisfying them. While there is no specific definition of an "older worker" in the literature, he or she is usually thought to be one who is 40 years of age or over. Many researchers stress the functional rather than the chronological age. This is because the effects of aging vary so much from individual to individual. That functional rather than chronological age is a more effective criterion for judging the abilities and capacities of older persons. The focus of this paper will be upon the older person at work and how his work performance may be affected by selective age-related changes.

Physical Changes

When the literature on physical changes in older persons is examined we find quite a few scientists have given many years of study, in their attempt to determine what the aging process in our organs and tissues actually is. The results of these studies may be summarized briefly as follows:

1. An increase in connective tissue in the organism.
2. A gradual loss of elastic properties of connective tissue.
3. A disappearance of cellular elements in the nervous system.
4. A reduction of the number of normally functioning cells.
5. An increased amount of fat.
6. A decrease in oxygen utilization.
7. A decrease in the amount of blood pumped, by the heart, under resting conditions.
8. A lesser amount of air expired by the lungs than in a younger organism.
9. A decreased muscular strength.
10. The excretion of hormones, especially by sex glands and the adrenal glands, is lower than normal.

Material presented in this section has been drawn mainly from studies by Horvath[25], Wolff[42], Simonsen[36], and Mazow[31], all noted physiologists.

Physiological Changes in the Aging Individual

What are the changes that occur in human organisms as a consequence of the fact that they are alive? The first thing to be kept in mind is the fact that people begin to age at the time when they really do not think they are old. Aging first beings at the matching of the ova and the sperm, and the greatest part of the aging cycle takes place the first nine months before the individual ever comes out into this world. From then on he ages at a much slower rate and that is the aging process in which most people are interested and the part of the process which they consider in evaluating the human organism, i.e., the time after birth until the time of death.

Aging in the human organism varies considerably. It not only varies from one individual to another but it varies within the parts of the individual. For instance, there is a particular disorder called "progeria" which is a sort of advanced or premature aging. The individuals inflicted with this advanced aging are old individuals by the time they reach 3 or 4 years of age, and look as if they are actually 80 or 90 years old. Not many examples of this accelerated type of aging are seen, but it does illustrate the problem that we have in evaluating the aging process in any one individual. He may age very fast, or he may age at a normal rate, or he may age at a very slow rate. Each of us knows individuals who have reached 80 or 90 or even 100 years of age, who are as mentally alert as they were when they were in their 40's and 50's, although they are not as physically active as they were at this earlier age.

There are many differences in the relative aging of the entire organism, and you cannot arbitrarily decide on the basis of the number of chronological years or the number of months that an individual has lived how old that individual really is. That individual may be 65 years chronologically speaking, but he may actually be 40 years biologically.

Aging occurs at different rates in various parts of the organism. The problem which we are facing is, of course, related to this differentiation--this separation out of the relative speed of the aging of any individual. However, to complicate the problem even more, not looking at the whole individual but at the individual parts, we have many examples of different rates of aging in various parts of the organism. For example, in the aging of a female there is a very interesting example of this, i.e., the development of the period in which the sexual organs, the ovaries, lose their function, when the female approaches the menopause. That is a type of aging when the ovaries and their associated structures have an accelerated rate of aging. This is not as evident in males as females.

A little more striking example of this difference of aging is to be found in the aging of blood vessels within various parts of the body, for here is an instance of a difference in aging within the same structure. For example, there is the vessel which carries blood to the fingers and another one which carries it to the heart. There are remarkable differences in the aging of these two vessels. The vessel in your wrist, when palpitated to get the pulse or the heart beat, is a structure which ages very slowly. On the other hand, there is still a similar vessel in the muscles of the heart which ages much more rapidly, and in many persons, the artery in the wrist is as old at 60 as the artery in the heart in the same individual is at 20. Thus, aging at different rates goes on within the same structure of the individual. This occurs within other parts of the body besides the heart and the peripheral vessels.

The main reason for bringing this up is that one of the major problems of aging are cardiovascular disorders, as they are related to the heart and the circulatory system, but it must be remembered that even then, there are remarkable differences within the same individual in the rate of aging, and also remarkable differences between different individuals in the rate of aging. This must be kept in mind as the one important fact we have learned about the aging process--differences in aging occur between different individuals, and differences in aging of the organs within the individual at the same time. Thus, an individual may have an active brain equivalent to a young man of 30 or 40 but he may actually have a chronological age of 70. He may have a heart which is 90 years old but he may have a good brain, or he may have a poor heart or poor muscles and therefore cannot do work as efficiently as he would like to--so his capacity to do work is reduced, but his mental capacities are still at their peak.

We must therefore keep in mind that this variation occurs in individuals whereas certain parts age rapidly while other parts remain in good order. We must also keep in mind that if one part ages faster than it should, it is going to affect the activities of the parts which are aging normally or at a slower rate. Thus, a man who has a poor cardiovascular system and a very good central nervous system may have difficulty in his phychological and sociological adjustments. He is not able to function as efficiently physically as he wishes to considering the fact that his central nervous system is relatively young.

Criteria of aging. Most people look upon aging with one or two "quick" criteria: the skin and the hair. You have seen those who pick up the skin on the back of the hand and watch the way it returns back. Depending upon your age, it goes back at different rates, due to the loss of elasticity in the tissue. As soon as you become older, the tissue becomes less elastic so that in a young individual, the skin will snap back immediately while in an older individual, it has a tendency to go back very slowly. The older you are the slower it returns.

The aging process associated with the external structures of man--the skin, hair, etc.--are really very poor criteria. They are an indication which helps you in evaluating individuals. You look at him and say, "Well, he looks old, but then you really do not know if he really is old because we have no measure except this subjective evaluation of his age. However, we do have better methods of evaluation for how old an individual is, but these will not be dealt with at this time.

The Problem of Fitting the Older Individual to the Job

There are certain factors which personnel managers, administrators and others who have the problem of fitting the individual to the job need to consider in the solution to this problem. In the first place, each job requires a minimum of physical effort. Studies that have been made on individuals up to 80 years of age show two important things: First of all, the individual as he grows older is less capable of doing muscular work. Most of this loss of muscular capability is not in terms of moderate physical work but in hard physical work. That is, an individual in his 70's has perhaps 50 per cent of his physical capacity at the age of 20. In terms of output of fairly heavy work, the individual in his 70's can perform only about half as effectively as he did at age 20. On the other hand, the person in his 70's or 80's can perform moderate work, that is, things which do not require a great deal of effort, almost as efficiently as a man of 20 or 30. But, he is performing his work at the expense of what we refer to as "reserve capacities."

For the older individual to perform this moderate effort, he is using all of his capabilities, and if he is tested a little bit more, that is, he has a little bit more work to do, he will go into failure. This failure may be exhibited in many ways, such as changes in the cardiovascular system, circulatory system, etc. But these changes do occur. The older individual can perform moderate work, but he is using every bit of reserve that he has. He is being pushed all the time. Therefore, in order to get the most out of the older individual, he must be put into a job which requires slightly less than moderate activity. This is one of the limitations which must be considered when fitting the older person to the job.

Of course, we must keep in mind that there are differences between individuals. In a study done at Harvard on an older person in his 80's and again when he was in his 90's, it was found that he was capable of performing as well as a young man in his 30's for moderate work. He could not do the very hard work. This also applies to children (who have more sense than older people do!) Children will start working at a time when they become moderately active, and when they become severely tired, they quit. They have sense enough to stop, but older people just don't seem to have this! They think they must show they can accomplish a task when they really cannot.

There are several consolations, however, for the older person on a job. He does not lose as rapidly the finer muscular coordination. He can still do,fairly well, work which does not require a great deal of energy, but does require finer coordination. The reduction of capacity to do this type of work is probably only about 20 per cent, whereas the decrease in capacity to do the hard physical work is about 50 per cent. Therefore, he can perform jobs which require a certain amount of skill much better than you would expect him to on the basis of his age. Furthermore, there is another advantage of the older individual from the standpoint of the care which he devotes to his job, partly because of the amount of skill he has and partly due to other factors--psychological and economic, such as his actual attendance on the job which compensates for his loss of ability to do hard work, etc.

There are certain psychological characteristics related to the changes that come with aging in many persons which are integrated quite closely with the physiological changes. These occur simultaneously but at a slightly different rate. You get a curve that goes up until you reach a peak at the age of 20 and then it starts down until it gets down to about 50 per cent at the age of 80 years. This line shows ability to do work. The psychological changes follow the same general curve. They continue to rise until an individual is about 25 years old, and then they begin a downward trend. They are less marked than the physiological changes, but they are interrelated to some extent.

Summary

To summarize the important physiological changes in man, it can be said:

1. You cannot look at any one individual and tell how old he is, because your subjective evaluation on this basis does not give you any valid indication of the "age" of the individual.

2. Between two individuals who might look to be the same age, there may be a remarkable difference in their relative ages, because of the rate of aging of the different organs of the body.

3. It would be very desirable to be able to evaluate the physiological or biological age of an individual but measurements we have at present are only good enough for plus or minus 5 years, and that is not good enough for any real test of the effective capacity of any individual or how long he can effectively work.

Psychological Changes

It is generally agreed that age-related changes do alter or modify psychological functions, but that they do not take away from the older person his individuality or lessen his need to satisfy his basic needs for security, recognition, responsiveness, and new experience. The older person is hampered by an accumulation of physical insults, an awareness that "time is marching on" rapidly for him, the negative attitudes and inadequacies of a society which has failed to meet his special needs and which downgrades the value of his experience and special attributes. This section will consider some of the major psychological changes associated with aging and comments upon their implications for the older worker.

A detailed examination of psychologic function and change throughout the life span has established six general principles of development:[18]

1. Development and decline of function proceed simultaneously, but the processes differ in the extent to which they dominate at different periods in the life span.

2. Maximum development is achieved for different functions at different ages.

3. Decline, after maximum function is reached, begins at different times of life for different functions; for example, metabolic processes decline from the day of birth onward, while verbal ability continues to improve into late old age.

4. The tempo or rate of development and of decline is uneven or saltatory in nature.

5. Different functions develop and decline at different rates within any given period of the life span.

6. Regardless of heredity or biological time patterns, there are factors such as sex, endocrine secretions, intelligence, and education, which can affect the onset, rate and course of both developmental and decremental changes.

Sensory and Perceptual[7, 13, 18, 23]

As people age, the efficiency of both the information-gathering and the information-interpreting functions decline somewhat.

Vision. Age changes in this area are well known: The decline of acuity, speed in focusing and accommodation in near-point vision. Light and vision are of practical concern in assigning tasks to older persons. It is important to remember that the breadth of the field of vision narrows several degrees from middle to old age; also that adaptation to darkness deteriorates. High levels of illumination are needed for tasks which demand good acuity. One rule of thumb is that each 13 year age increase requires approximately doubled light intensity.

Auditory perception. Most people retain fairly good hearing for speech sounds throughout life, even though everyone suffers some high-frequency hearing loss in the adult years. However, with age, there is increasing deafness in the sound range of the human voice. Many older persons are not aware that they are not perceiving accurately some vowels or consonants, or they may be unwilling to admit this. It is important that anyone giving instructions or directions to older persons ascertain if they understand what is being said to them. Nor is the wearing of a hearing aide a guarantee of hearing. It may be turned off intentionally or unintentionally, or it may not be functioning.

A research finding in a hearing study being carried on at the University of Iowa, by Dr. Jay Melrose, a speech pathologist, indicates that most older persons need "more time to hear." Dr. Melrose found that they want the spoken word to last longer i.e., aged persons with a hearing loss want the speaker to increase the duration of time taken in saying a word. Another U. of I. research study has found association between hardening of the arteries in the ear and hearing.

Body Perception. By this is meant the awareness of the body's position, status, and functioning. There is some loss of kinesthesia, i.e., the perception of movement of body parts. The greatest concern is the loss of sense of balance, apparently due to changes with age in the inner ear. Many of the falls suffered by older persons are not due to weakness or poor muscular control, but a lack of awareness that the body is off balance until it is too late to recover.

The loss of ability to adapt quickly to temperature changes is well known. Older persons do best in a constant temperature.

Intelligence

Intelligence, or more truly "test intelligence" has been measured by several researchers a number of times in populations in order to compare the young and old. One of the most commonly used tests is the Wechsler-Bellevue. Findings of these studies using this test indicate:

1. that general intelligence does not decline from early to late maturity;

2. that test ability will show a decline when subtests include visual and motor factors but will show a superiority when the subtest contains material depending on continued learning;[14]

3. that nearly equal variability in deterioration is manifested at all age levels;[26]

4. that the performance of older people is determined by what they know rather than by the information they can get from the test circumstances;

5. that verbal ability declined only slightly until age 70. The decline in performance material was somewhat greater.[19]

Birren[3] found a great variety in the decline of mental abilities, among them speed of performance, intelligence tests, verbal ability, learning and memory.

In a study completed at the Institute of Gerontology, University of Iowa, as a doctoral dissertation by Mir F. Zeman, then a graduate student from Pakistan, three sub-tests of the Iowa Test of Educational Development (Ability to Do Quantitative Thinking, Ability to Interpret Materials in Natural Science, and General Vocabulary) were administered to 196 subjects who had taken these tests when they were high school seniors in 1947-48 in Cedar Rapids and Davenport, Iowa.

Findings indicated that: (1) There is no decline with advancing age of the abilities or skills measured, at least up to 34 years of age. On the contrary, there is a significant increase in such skills as reflected in the test scores. (2) Males and females perform differentially on the kinds of tests readministered in this study because of differential intervening experiences, and (3) Among the females, working females perform better on the tests than do nonworking females.[32]

Learning and Memory[3, 7, 15, 11, 17, 20, 42]

It is generally agreed that learning and memory are two of the most effective psychological devices of youth, but that they function less effectively for older adults. While various studies have demonstrated a progressive loss of learning ability beginning in the twenties, recently, there have been criticisms of the criteria accepted in such tests of ability to learn. Speed in learning and perfect recall of material learned are special attributes of youth. Slower learning and adaptation to new material into the total of what has been learned before are characteristic of the learning that can continue throughout a lifetime. In general, any decrement in the ability to learn is particularly noticeable when older persons are faced with learning new habits that require that old habits must be modified, unlearned or integrated with new ones. Leading researchers in this area today believe that the onset of any loss of ability to learn is delayed by three factors--a high level of intelligence, a good education, and continuous practice in exercising the capacity to learn.

Other factors which may or may not affect older persons, include memory impairment for recent happenings but immediate recall for past events, persistence of habitual responses which may inhibit the learning of a new response.

Older persons often seem to anticipate difficulties in learning new materials or tasks. They become apprehensive when confronted with a learning task. They will ask many questions, especially about those tasks which are concerned with meaning and specific directions. They are cautious and are afraid of making mistakes. They avoid new experiences and are apt to resort to familiar but less effective procedures for doing things.

This apprehension is often reflected in physiological responses. Eisendorfer, through measuring changes in serum free fatty acids in the blood plasma of young and old learners, found that free fatty acid values rose immediately in both the young and old. However, in young learners the rise was much faster, hit a high plateau, and declined to base line by the end of the learning period. In the old learners, the peak level of the free fatty acid values did not occur until 15 minutes after the learning period had ended, and the values remained above normal for another hour.

Recent studies indicate that relearning involves more complex processes than earlier learning. Habitual responses tend to persist and to inhibit or modify the relearning experience.

The counselor must therefore take into account that any learning situation calling for new mental organization puts the older worker under considerable physiological and psychological stress. He must, however, remember that (1) older persons do retain the capacity to learn and relearn, though they may lack the adaptability of youth; (2) they require increased time for learning; (3) they are under heightened stress when required to learn new material. Because many older persons believe that people do become too old to learn, the counselor's or supervisor's reassurance that this is not necessarily so, can be very helpful in encouraging them in the learning or relearning process. "You can teach an old dog new tricks, if he has ever learned any before."

At this point it must be remembered that not all older persons show deterioration in their learning and reasoning. One never should infer that all older persons are rigid, illogical, forgetful, etc. There are great differences in older individuals in the rate of deterioration, and obviously their current level of functioning is relative to their original peak level.

Many older persons lack motivation. Before learning can occur there must be a desire to learn, some perception of reward for making the effort. Supervisors who are trying to help an older worker may need to be skillful in making the learning process rewarding or satisfying. Praise, encouragement, recognition of even a little progress, and patience are essential.

Personality Changes

Donahue[18] states that interview-based studies of social competence and of successful aging indicate that normally healthy older people show no systematic change with age, and that personality remains remarkably constant throughout later life. However, when projective techniques are used to study ego functions, a difference is noted between the personality responses and perceptions of middle age and those of the more advanced years. The middle-aged person sees the environment as rewarding and perceives himself as still virile and possessing energy. He resists coercion. The older person, after age 60, sees the outside world as dangerous and complex. He responds by conforming, by being meek and mild. Thus, as the ego functions become less effective in controlling and channelling impulses, the personality does undergo some modification.

The series of personality changes are usually precipitated by a major cultural rejection such as loss of a job, retirement, loss of power status in his family and community. Unable to cope with the situation, his adaptive mechanisms become less effective until he finally reaches a stage of almost complete autistic and unrealistic preoccupation. These are the defeated older persons now filling our mental hospitals.

Most studies of personality changes indicate that the average older person shows increasing concern over body symptoms and decreasing interest in physical activities. He is more withdrawn and less responsive. It is frequently said that he becomes more like himself than ever before. Dependencies and inadequacies previously camouflaged in earlier by supporting social factors, become apparent with the losses of the later years of spouse, job, friends, and understanding. Rigidity in thinking may develop. New ideas are rejected because they seem to impinge upon his security or imply that his old ones are wrong. Fears arise for jobs, social position, and sexual attractiveness when decreases in physical vigor and attractiveness become apparent to others.

Changes in Self Concept[9]

It is to be expected that the well-adjusted individual will have positive self-regarding attitudes whereas the maladjusted insecure person (hence more susceptible to anxiety and threat) will tend to have a low regard for himself and be lacking in self-confidence. One would anticipate that the development of the self-concept would vary with age, being more favorable in periods of gains and increased status, and less favorable in times of losses.

Some research findings related to the self concept in later years are not only revealing but amusing, e.g. when taking intelligence tests, college professors made twice as many self-derogatory remarks as the younger ones did; older women, especially the single ones are apt to omit their ages for autogio-graphical sketches in such publications as Who's Who. Presumably, such admission to age is painful to themselves or thought to be self-damaging when known to others. In a systematic study in 1954, it was found that a group of indigent institutionalized older people had more negative self concepts than did a group of independent middle-aged older persons, but that both in turn had more negative self concepts than did a younger low-economic group. However, individual differences among the older groups were greater than among the younger which suggests that reactions to the aging process vary substantially among individuals.

How one classifies one's self age-wise is generally construed as a reflection of his self-concept. Surprisingly, several studies indicate that many people of quite advanced years often describe themselves as "middle-aged" e.g., half of over 300 persons 70 years of age in one study and about a third of those over 75 in another.[30, 35, 37] That one's subjective age has significant implications is suggested by the fact that, with actual age controlled, those older persons who rated themselves as middle-aged in one study, were better adjusted on other measures.[24]

Self-Confidence[9]

The relationship between self-concept or self-image and "decision confidence" brings up an important line of evidence, i.e., the self-confidence of persons at different ages. One would expect that individuals with positive self-concepts would be more self-confident.

However, one study of relationships between caution and self-confidence found that the older group were more cautious than the younger group, and in the case of the men, less confident. Another finding showed that a reliable relationship between caution and age exists among the older women but not among the men. These data suggest that aging experiences in the American culture affect the sexes differently with respect to decline of confidence and caution, both with respect to timing and degree.

This same study also found a decline in the favorability of the self-concept as old age approached. This difference was especially significant in the definition of an ideal person. Older persons were either more willing to admit unfavorable elements in their image of the ideal or that the very connotation of the concept evokes a more negative reaction in an older person whose age status renders unrealistic any aspirations toward an unrealized ideal self. Both sexes assign negative valuations toward such words as old, elderly, old age, death.

Motivation

Requisite for the evaluation of an older worker is an understanding of the effect of age on motivation, a major problem with most older persons. But before he can be helped, he must have a desire for making the necessary effort to attain whatever goal is sought. However, the negative factors of anxiety and threat are also powerful motivators in later maturity. The individual may have an increasing need for personal security at the same time that his physical and psychological powers are decreasing. Failure to satisfy his motivation generates fear, frustration and unhappiness, which leads to maladjustment. If the negative motivations can be satisfied the positive need for growth and expansion of personality will again dominate. Retention, rehabilitation and/or retraining of the older worker becomes possible.

It is hoped this information will be of value for the counselor whose job it is to understand the older workers' needs, both physical and psychological and to recognize his potentialities for satisfying them.

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Report on Congressional Committees on the Aging

by Edward Jakabauskus

My mission today is to try to summarize some of the highlights of the Congressional hearings on "Adequacy of Services to Older Workers". On July 24, 25, and 29, there were joint hearings of two Senate committees--one was set up by Senator Kennedy on federal, state and local relationships and the second was set up by Senator Randolph on employment, retirement incomes and adequacy of services to older workers. I was asked to testify on July 29 on the on-the-job training program as a vehicle for meeting the problems of older workers. Over the three-day period a great deal of testimony was given by federal people covering basic activities.

The mission of the subcommittee was to discuss the underutilization of the older worker despite the severe manpower shortages which we find in many market areas with low unemployment rates. However, we still have the hardcore unemployed older worker that presents a problem. The second question was retraining older workers for new jobs and implications for the future with its demand for changes in skills and the requirement for changing one's occupational career skills over a lifetime. In fact, people will have to adjust and readjust a number of times over a working career. Thirdly, the discussion of the Age Discrimination and Employment Act of 1967 took place. The question was asked what more is needed to make services, including adult education, counseling and placement information, more meaningful and more adequate during this phase of life. Fourthly, the committees were interested in options for research and demonstration projects which have been authorized under the Age Discrimination and Employment Act. Fifthly, they were interested in learning more about promising examples of community action which has led to the employment of older workers. They were interested in knowing something about the innovations that were taking place in different parts of the country at the community level.

As with all Senate or Congressional hearings, they began with statistics. Secretary of Labor Willard Wirtz's comments were quite interesting. In essence, Wirtz indicated one out of two jobs is closed to persons age 55 and over. One out of four job vacancies is closed to persons over age 45. Secondly, he indicated that one out of every 8 unemployed between 45 to 64 years of age is unemployed for six months or more. One half of all men unemployed for six or more months are age 45 or over. The proportion of long term unemployed men who are 45 and over has been increased by 10 percentage points since 1961. Not only is the problem a very deep one, but it seems to be worsening since 1961, particularly for the older worker.

The risk of unemployment is 25 per cent greater after 45 than 10 years earlier and 37.5 per cent greater after age 55. The risk of remaining unemployed for half a year or longer is more than twice as great for men after they reach 45 as it is for adult men under 45. I am sure all of you have worked with the unemployed older worker and are familiar with this in your community. This is the same picture Secretary Willard Wirtz presented at the national level.

Wirtz proposes that what we have to do is look at each subgroup within the older worker group who needs a special and different kind of remedial action. We ought not to group them as older workers 45 and over because what we have are different layers or different problems within the older worker group that need special attention. For example, Wirtz indicates one group does form the problem of age, compounded by sickness and physical handicap, those for whom the problem of unemployment manifests itself in an island of unemployment where disproportionately large portions of the population is unemployed and poor. He mentioned those whose problems can be omitted by developing model pension plans. He went on and on showing these different layers of groups and the need to tailor our programs to these separate groups.

Secretary Wirtz said in calendar year 1967 the USES had applications from a total of 1.6 million older workers and a total of 1.2 million of these applicants were placed. I think this is a real interesting statistic in all the discussions of whether the USES is doing an adequate job. This is one indication that they are placing quite a few people. There is a great deal of work that is being done by the various agencies of the Department of Labor. The USES has given a grant to the National Council on Aging to establish a National Institute of Industrial Gerontology. Dr. Harold Sheppard of the Upjohn Institute for Employment Research was there and talked about this. Secretary Wirtz discussed the role of MDTA in getting to the problems of the older workers. He also talked about Operation Mainstream authorized by the OEO as well as Operation Green Thumb and the Senior Service Programs. There was a discussion of new careers for the older worker.

We ought not to lock our thinking in terms of traditional jobs such as working in a factory at a traditional type of employment. We ought to think of new jobs--of service areas that communities have means to do such as reclamation of our natural resources. There is a great need for people. We ought to think about retraining in these terms. Wages are sometimes secondary, for the older worker, to the need for constructive activity. Secretary Wirtz talked about CEP and how this is helping the older worker. He also outlined some of the planning of the Department of Labor. In essence, I would say the Department of Labor is concerned with training as a continuous component for an individual. Not just for the young person but training in the middle years and training for workers as they approach the late 50's and early 60's.

The Director of the USES Charles Odell also said there ought to be a wide spectrum of services available and many tools available for the counselor to meet the problems of the older people. Mr. Lewis Levine, special consultant for the Department of Labor for problems of older workers, suggested that the older worker would like to have options. We ought not to lock ourselves into thinking about a job or retirement or any one particular activity. We ought to present the older worker with a number of options--the opportunity for him to choose among a number of activities. For example, give him the option to work or to retire--work full time, part time, work for pay or work as a volunteer. Workers at retirement age may not have these options. Many are shoved into a situation of low income and compulsory retirement. Mr. Levine felt that a worker does not have this option unless he receives job assistance himself to find employment.

Then we had testimony from Doctor Frank Riseman who has achieved great fame for his book on new careers for the poor and now he is talking about new careers for the elderly. We ought to think in an innovative way about new careers. New job opportunities should be developed such as foster grandparents as we have at our Glenwood State School in Iowa. There is a great deal the older worker can do in this type of activity. Work of helping others is particularly suited to older persons. Here is where a meaningful life can emerge for the older person. Mr. Riseman presented an interesting concept when he talked about people who are unemployable. He suggested another concept--jobs that are unpeopleable, jobs which are not designed for people. We don't think of the human element when we design jobs so we talk about people being unemployable. He argues we ought to talk about some jobs being unpeopleable. We had testimony from Mary Switzer of the Rehabilitation Services which discussed the disabled older worker and the things that agency was doing and the research was going on in this area. Professor Sol Barkin discussed how jobs can be redesigned so that we can set older workers--make them peopleable I suppose. Sol Barkin called for job redesign so that we can make many of our unemployed older workers employable.

One aspect, which I thought was very interesting, was the challenge many of the speakers made to government employers. They argue that the federal government was not a model employer so far as older workers were concerned. We talk about things that ought to be done and yet we don't make these changes in our own house. The federal government employs millions of workers. They certainly ought to be model employers. In case after case it was shown that the federal government was less than a model employer.

The director of the Civil Service was very much on the defensive on this and he was challenged by the unions and various associations. I suppose one might raise this question at the state and local level--how can we at the state level not be a model employer and develop the sort of thinking that we claim in our testimony that we ought to do for the older worker.

There was testimony from private organizations--Mr. Lester Fox from South Bend who had worked on a studebaker layoff proposal. He argued that the Bureau of Employment Security ought to be given resources to work on problems of older workers and that they be allowed to subcontract some of the work which is not a part of their regular activity. I think he was suggesting that some of the agencies have options in developing programs tailored to the needs of people rather than starting with programs and working people--pigeonhole them or slot them into the programs we have. Another interesting concept which was suggested at the discussions and which Sylvia Porter picked up in her column was the idea of Operation Late Start. Mrs. Genieve Flatt who is the coordinator for older worker service of OEO suggested that just as we have a concept of Operation Head Start in which we prepare younger people for school and for life that we ought to develop an Operation Late Start for our older citizens. We ought to prepare people for this aging process-take them out of the environment and give them at least one good "meal" as a beginning. Teach them home repairs, how to make their dollars go further in making purchases, how to conserve health, meal planning and employment by one aspect or another. His argument was that the unemployment of older workers is more than just an unemployment problem. The older worker probably faces a series of other problems which will affect his reemployability, to take advantage of options that might be available. I think they are going to employment, if they get the money, to operate late start. I think we will be hearing more about this in the future.

Discussion took place in terms of changing the environment of the older worker. Take a look at the employer and consider his practices. What can the employer do? He can possibly redesign. He can restructure his job to make it more peopleable. What can the employer do in other situations. Perhaps the employer should receive some money to conduct training on the job in situations where it is not suitable to assign the older worker to classroom situations. So, either we design the job or create incentive for the employer to hire the older worker who has been unemployed and then develop a separate scale on payments depending on the degree of disability that the older worker might have.

A second area of discussion was the age discrimination law. I think some of us are inclined to feel that once we pass some legislation or law the problem is going to take care of itself. I think it is necessary to have the legislation and get these things off the collective bargaining stage and get the written provisions out. Legislation is necessary, but not sufficient. The thing that makes it sufficient is to develop these other options.*

Professor Riseman and many others felt the older worker has fear of going into the classroom situation. It is a psychological problem in many cases. The important thing is to find him a job and then work in any training that you have to while he is working on the job and collecting income and his status is employed. In terms of individual opportunity there is question of options which is of great interest. The overall goal that was discussed in part was economic--the reclamation of human resources which ought to be taken into account as a production cost. There is a feeling that we can't justify the cost of training older workers. It is just that we can't question the social and psychological problems. The overall feeling that I had was we can't approach it just as an employment problem. We have to approach it in terms of singular aspects that come into the picture with this whole process of aging.

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*S.4180 - The Middle-Aged and Older Workers Full Employment Act of 1968 is being submitted to the Congress to supplement the age discrimination legislation which has been enacted. - Editor's Note

Employment Problems of Minority Groups Older Workers

by Robert D. Gatewood

In a world of rapid occupational change, older workers--and this means workers as young as 45 years of age--have many handicaps in competing for jobs.

They are likely to have less formal education than younger people who completed their schooling more recently and their educational background may not be keyed to current occupational demands.

Many occupations and industries which formerly offered good employment opportunities for older men no longer do so.

Because of their experience and seniority, older workers have some advantage in holding on to jobs. But once laid off, they often have great difficulty finding new ones.

Besides their frequent handicap of out-of-date education and skills, they are often confronted with age limits in hiring, set by employers who object to taking older workers for fear of high pension and insurance costs or other reasons.

It is generally difficult for them to move to areas of better employment opportunity because of home ownership, family and community ties.

In their attempt to remain in the job market, many older workers are forced to take lower-grade jobs, often in unskilled occupations making little or no use of their skills and experience.

Many are unemployed for long periods--6 months or a year or more. Some give up the futile effort to find jobs and simply stop looking for work.

What do we know about the Americans who are daily exposed to the double jeopardy of being older citizens as described above and members of minority groups?

The difficulties which beset the older worker in the job market are multiplied manyfold for the older minority worker. Not only is he hurt by discriminatory employment practices by employers who deny opportunities on the basis of color; who fear the consequences of opening doors to all people on the basis of merit, but the factors which are a disadvantage to older workers generally--inadequate education and employment in less skilled occupations--are even more pronounced.

The minority groups older worker is living in an economy which is feeling the impact of technological advances at an accelerating rate...

Creating whole new areas of economic opportunity for certain kinds of people.

Eliminating traditional kinds of jobs in skilled and unskilled classification for others.

--- In the Manpower Report of the President, March 1964, among men 45 to 54 and 55 to 64 years of age in 1962, the median number of years of school completed by nonwhites was only about 8 years and 6 years, compared with 11 years and 9 years for whites in these age groups.

--- Only about 10 per cent of the minority men in these ages in 1960 were employed in clerical, and other types of white collar jobs--where educational levels are high and unemployment relatively low--as against about 35 per cent of the white men.

--- Nearly half of all the older minorities were either laborers or service workers and they are subject to frequent and extended periods of joblessness and too meager incomes.

--- The rate of unemployment for nonwhite men workers aged 55 and over, was 12.5 per cent in March 1962, 2-1/2 times as high as that for older white workers.

--- Moreover, about 1-1/3 times as high a proportion of nonwhites were not in the labor force; presumably many of the nonwhites had decided there was little or no possibility of finding employment.

--- Consequently, the average income of older nonwhite men is only about half that of older white men.

Although differences in education and other qualifications partly explain the gap between white and nonwhite workers, there is ample evidence of unequal remuneration for equally qualified workers. Older nonwhites have considerably lower average earnings than white workers with the same years of education.

---The older nonwhite professional men, as a group, earned less than the overall average for older white men in all occupations including laborers.

--- There are also indications of a widening of the disparity in employment opportunities between older nonwhites and older white workers.

--- The unemployment rate has been increasing faster among older nonwhite men and women than among older white workers.

--- Thus in measuring progress toward economic opportunity, indicators such as employment and unemployment are not enough.

During this seminar we have been attempting to sharpen our focus on the problems of the older disadvantaged minority groups workers that we may better service him under the Human Resources Concept--recognizing his needs and problems as an individual for assistance to become employable.

There are certain implications we must be aware of if we are going to help the older minority worker to become more employable.

-- The impact of social class and racial prejudice is real.

-- Large numbers of older minorities are discouraged before they begin. Absence of proper counseling results in a vicious cycle. Poor preparation means poor jobs and low socio-economic status. Low status and poor jobs result in poor preparation for the next generation to come.

-- Service occupations offer the only increasing area of opportunity for unskilled nonwhites and these include the very jobs which added to their sense of inferiority... as a result they reject them.

-- Many nonwhite applicants feel what he knows and can do are less important to employment personnel than his color--his race.

The problem for consideration is how to overcome the disadvantages which have come as a result of more than a century of prejudice and discrimination.

--- How to bring large numbers of disadvantaged older minority groups into a shrinking labor force--a labor force in which the jobs which have traditionally gone to nonwhites are rapidly disappearing.

--- How to eliminate the attitudes which have facilitated the mechanisms of exclusion.

--- How to help older disadvantaged minorities to get a new preception of the economic realities which can serve as the motivation for getting the kind of education and training needed to be productive citizens in the context of 20th century technology.

The critical employment problems have been a matter of active concern to the Department of Labor. In early 1960 the department emphasized the necessity of direct efforts to modify the attitudes of older persons through pre-vocational activities and training in attitudes and skills before introducing them into job situations.

More recently, emphasis has shifted to getting workers on the job...based on the theory that "real life" work situations are those most likely to affect attitudes. This approach also implies the necessity for selective job development.

Services to older workers through manpower policy and programs have expanded employment opportunities.

--- Funds under the Manpower Development and Training Act and the Area Redevelopment Act have been used for special training programs for older workers separated from their employment due to mass layoffs.

--- Special programs of basic education and skill development made possible by recent amendments to the Manpower Development and Training Act will be useful in helping minority group older workers to qualify for current employment opportunities.

--- Under the Comprehensive Area Manpower Planning Systems, each state projects the number of older workers to be trained under MDTA.

--- Recognizing the complexity of the problem, projects have been set up through Federal grants to develop and to demonstrate new approaches, techniques and methods that hold promise for helping all older persons.

--- Specialized intensive service units have been set up in some local state employment service offices to emphasize better identification of older workers problems through counseling techniques, greater use of retraining opportunities and intensive job finding or job development.

The cooperation of private employers is crucial to any full solution of the minority groups older workers' problems. The elimination of discrimination in hiring is the crux of the matter. Employers have the most direct responsibility for eliminating age limits and other forms of age discrimination.

The Age Discrimination in Employment Act of 1967, which promotes the employment of the older worker based on ability rather than age, will help employers and employees to find ways to meet problems arising from the impact of age on employment.

The Secretary of Labor under this act will provide a program of education and information concerning the needs and abilities of older workers and their potential for continued employment and contribution to the economy.

The problems of the older minority groups person are as diverse as the characteristics of the people affected; they are mutually reinforcing and difficult to disentangle.

Under our Human Resources Development concept of mobilizing the total community effort to make older workers employable, we no longer consider that the older workers' problems are impossible cases. The climate is right for maximum effort and utilization of all resources on our part to train and develop jobs for the older workers, using the new ideas and techniques being developed.

The challenge is ours.

Serving the Older Veteran

by Howard J. Cloe

I do not like to go to a conference or meeting and have a speaker give a batch of statistics, because I find myself writing down figures and nine times out of ten I miss the special point that the speaker wished to make.

For this reason I am going to restrict my comments today to the information contained in the annual Veterans Employment Service report of which you each have a copy. There will be no need for you to take these figures down in your notes because we have done the work for you. The actual figures that I will present are gleaned from pages two and three of this report.

Today there are in excess of 26 million veterans in the United States. These 26 million men and women are the unfortunate group of people who were called on to serve their country in a time of crisis and who have lost an average of four years of their working span. At the time of their service they were in their late teens or early twenties. Additionally they were:

1. In the best of physical health
2. In the best of mental health
3. They were occupationally nonexempt from service
4. Patriotic

In other words they were our A-1 citizens of a war era.

Today what do these citizens represent?

1. Almost 15 million or 57 out of 100 veterans are of the WW II conflict and are 48 years of age.
2. Almost 5 million or 18 out of 100 veterans are of the Korean conflict and are 36 years of age.
3. Almost 5 million or 18 out of 100 veterans are of the post-Korean conflict and are 27 years of age.

You will note that I have excluded another group of veterans. They are the ones representing WW I and who number 2 million. Most people would do what I have done because their average age is 73. I believe that this intentional omission is why we are gathered here at this conference.

I have seen instances where ES 511's for WW I veterans or older WW II veterans have been placed in the inactive file without service. When we read some of the comments, we interpret them to mean that the placement interviewer has made a decision that he is too old to work.

Let me ask you a question.

What right do we have making a decision of this type?

This man walked through our door and completed an application for employment. He, himself, must have felt that he could produce in the labor market. We have no right to determine that he is not able to do a given job. Decisions that we are forced to make in employment security are frequently halfhearted and disinterested decisions, because they are decisions affecting someone else.

How would you personally like it if your supervisor or personnel office failed to seriously consider you for a promotion or a job based on some halfhearted decision of another person on whether you are elderly, middle aged, or young.

Communication of facts is one of our biggest problems in the actual placement of older veterans. We communicate to ourselves and to others our opinions of facts which are not always correct. We use ourselves as a barometer of characteristics and guage all others accordingly.

To a fat interviewer (female) the term shapely means far more than it does to a curvaceous young interviewer.

The term middle aged means less to an older interviewer than it does to a young interviewer.

I have attempted to discuss with you some of the characteristics of our veteran applicants, hoping that you will become, first, like salesmen and recognize that to be successful you must know your product.

Knowing your product is a first in salesmanship.

Knowing your customer is a second in salesmanship.

Many of you are in a position where you know your buyer. However, there are others, particularly new placement interviewers, who can benefit from these previously established contacts.

Do the ERR records in your local office contain any information of the approximate age of personnel directors and hiring personnel of the private industries you deal with?

The Veterans Employment Service and State VER's are vitally concerned with the program that has been discussed during the previous two days.

Let me again use statistics to make my point:

76 of 100 men 35-44 years old are veterans
63 of 100 men 45-54 years old are veterans

We know that what you accomplish that benefits older workers will materially affect the veterans of today and of the years in the future.

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Planning at the National Level

by Roy N. Chelgren

Within approximately the past three years, there has been significantly increased attention directed towards the problem of the older worker. Some noteworthy indications of this interest on the part of the Administration and the Congress are:

> The Secretary of Labor, in his June 1965 report to the Congress "The Older American Worker", provided a careful analysis of the older worker problem, and submitted specific recommendations for its solution.
>
> One of the 1966 amendments to the MDTA specifically directed the Secretary of Labor to "...provide, where appropriate, a special program of testing, counseling, selection and referral of persons 45 years of age or older for occupational training and further schooling designed to meet the special problems faced by such persons in the labor market."
>
> The President, in his message to the Congress on Older Americans in January 1967 said, "I am directing the Secretary of Labor to establish a more comprehensive program of information, counseling and placement services for older workers through the Federal-State system of employment services."
>
> The December 1967 enactment of P. L. 90-202, "The Age Discrimination in Employment Act of 1967", was the culmination of long-time effort on the part of public and private agencies and individuals interested in the older worker problem. Although admittedly not a panacea, this law, which became effective last June 12, is expected to be a strong force in the reduction of discriminatory employment practices based on age.

Concommitant activity on the part of the Employment Service during this period reflected the increased awareness and interest in the older worker problem. In 1965 there were approximately 139 positions allocated nationwide to ES State agencies for older worker specialist positions. In fiscal year 1966, an additional 100 positions were allocated, 33 for full-time State specialist positions and 67 to staff older worker intensive service units in five major cities. Another 291 positions were allocated in fiscal year 1967 to establish older worker service units in 20 other cities.

The older worker service units which have been established in 25 major cities represent one of the most concerted and direct efforts to expand ES services to older workers since the late Fifties. These units are basically a concentrated augmentation of staff to be used for intensified services to older workers. Operationally, the units vary from city to city; original plans for the units were kept flexible enough to permit easy adaptation to local organizational patterns and service needs. This flexibility was particularly useful with the advent of Human Resources Development (HRD); the units are now an integral part of HRD operations in the cities wherein they are located. Older Worker Service Unit now becomes a term used to refer to the functional arrangement for continuous comprehensive services for older workers through the assignment of Older Worker Specialists to wherever they are needed throughout the local office organization. The older worker service units insure that the basic functions of the HRD program for older workers are facilitated by the provision for specially trained staff, appropriate functional supervision and regular staff meetings which serve to assist the older worker specialist and aid in the development of more effective techniques for serving disadvantaged workers.

The HRD program itself, with its emphasis on in-depth service on an individualized basis, is an especially suitable context in which older workers can be effectively served. Most older workers, as defined, i.e., with serious employment problems due primarily to their age, fit the classification of being disadvantaged. With the current focusing of all the resources of the ES on meeting the needs of the disadvantaged, older workers cannot help but benefit.

A certain amount of research activity, pertinent to ES operations, has also been and is being conducted:

> An E&D project conducted by the ES in Louisville and Sacramento experimented with the use of volunteers to provide employment services to older workers in neighborhood centers. The project was successful, and we are now preparing guidelines based on the project's results for use by other state agencies who may wish to install similar programs.
>
> Under a contract from the USES, the NCOA has established a National Institute for Industrial Gerontology. Major activities of the Institute include:
>
> 1. Development of curriculum models for the training of ES older worker counselors.
> 2. Development of an ongoing research relationship between selected state ES agencies, researchers and universities in the states.
> 3. Conduct a seminar on industrial gerontology for selected state ES agency personnel and selected labor and industry experts.
> 4. Development of plans for an ongoing National Institute of Industrial Gerontology program relationship between the Bureau of Employment Security and state agencies.
>
> A number of projects have been conducted by various agencies and organizations with funding by the Manpower Administration's Office of Manpower Research (formerly OMPER). Reports of many of these projects are now available, and copies will be sent to all state agencies within the very near future.

As a take-off point for a discussion of current national office planning for older worker services, consideration of BES director Charles E. Odell's recent testimony before the Senate Special Committee on Aging seems appropriate. Mr. Odell pointed out that HRD provides for comprehensive employability development services for all age groups. Within these, he suggests a continum of manpower services for the middle-aged and older American. Essentially, this calls for a range of choices to be available from which the person could freely choose:

A job in competitive employment, if qualified.
An opportunity for skill training under MDTA.
An opportunity for work training.
An opportunity for counseling and advice regarding continued full-time paid employment or voluntary service in retirement.
An opportunity for full or part-time volunteer service.

The basic components for such a continum of choice and opportunity were described by Mr. Odell as:

1. "A Job Counseling and Placement Component which would authorize and and fund the ES to provide comprehensive employment information counseling and placement services for middle-aged and older Americans to assist them in finding full and part-time employment, as well as training and service opportunities consistent with their abilities."

2. "A Skill Training Component which would authorize and fund training allowances under the MDTA Sec. 202(c) for a maximum of 104 weeks and expenditures for such training programs consistent with the proportions which those 45 and over represent of the long-term unemployed."

3. "A Work Training Component which would authorize and fund a program to provide work-training opportunities for the middle-aged and aged which are at least consistent with their representation in the unemployed and poverty population. And which would further provide that the ES, in close cooperation with OEO-CAPS and the BWTP would give priority attention to the development of outreach, employability and selection and referral services to the middle-aged and older poor to seek out and place those who would be eligible for such work-training programs not only in urban areas but on farms, Indian Reservations and other rural pockets of poverty."

4. "A Volunteer Service Component which would authorize and fund the establishment of Community Service Programs to develop programs providing volunteer service opportunities to persons 55 or 60 and over with modest reimbursement of out-of-pocket expenses and to further provide for the use of the public employment service in cooperation with State and Local Councils on Aging as primary sources of planning, funding and of information and referral service to older Americans wishing to participate in such service programs either as full or part-time volunteers."

5. "A Retirement Counseling Component which would authorize and fund a Retirement Counseling and Information Service, involving all appropriate departments

> and agencies at the national, state and local levels to provide leadership and technical assistance in the development of curriculum materials and training outlines for retirement preparation education and counseling programs which would be organized and conducted by management, labor, adult education services and other public and voluntary organizations. The employment service, in my judgment, should have an important part in such a program."

Mr. Odell believes that "...these services require central coordination and planning at Federal, State and local levels to ensure there is proper funding and a continum of services which help middle-aged and older American workers to find a proper outlet for skills, abilities and interests needed both in competitive employment and in volunteer service." He believes there is a real need "...to provide this range of choices under a single comprehensive umbrella, thereby eliminating present confusion over where to go for what." Mr. Odell concluded his testimony with plans for implementing his continum concept of service, indicating hopes for expansion in fiscal year 1970, within limits of available funds, of an older worker volunteer service program and our Older Worker Service Units to the 50 major metropolitan areas of the country. This would be accompanied by the introduction of the continum concept in these cities and the provision of intensive training and technical support to make sure the concept is understood and accepted.

Current plans of the Division of Special Worker Services, within which the USES older worker services program is centered, are, due to budget limitations, mainly of a "hold the line" nature. We will be continuing our ongoing program of field review and technical assistance, stressing particularly the older worker program in context with HRD, CEP and WIN, to ensure that specialized intensified services, appropriate to their needs, are being provided to the older disadvantaged worker. Although we will be very much concerned with the operations of the older worker service units in the larger cities, our plans are to develop an equal concern, and devote equal effort to the program in those states and cities which do not have such service units. Here, one area of special interest to us will be the extent and nature of older worker services being provided to the middle-aged and older rural poor. We hope to revitalize the interest and skills of all local office staff people so an older worker applying at any local office will be appropriately served.

We expect to be directly involved in the educational and research aspects of the new Age Discrimination Act. What course our activities will take in this respect has not yet been specifically determined, but they will certainly become a significant facet of our older worker program.

If funds permit, we plan to hold a national conference on older worker services within the next six months. This conference will provide a forum for an exchange of thoughts, methods and techniques between older worker specialists from all over the country.

The National Institute for Industrial Gerontology has completed a draft of a training curriculum for older worker counselors, which will be tried out and refined within the next few months. Ultimately, this training will be available to counseling staff from all state agencies and we believe it will contribute significantly to the development of their professional expertise in serving older workers.

We hope to have more field contact by national office staff on behalf of older worker services. Although we have not received any staff additions, a change in staff utilization will help bring this about. A reorganization within our Division of Special Worker Services now expands the functions of each staff member so that he will not be confining his efforts to just one program area. The net effect is that field visits concerning older worker services will be tripled or quadrupled--as will visits concerning the other programs: youth, services to the handicapped, and services to minority groups.

Regardless of what is done at the national level, the ultimate quality of the services provided to older workers depends on staff activity at the state and local levels. I have found that in the states which have the most effective older worker services these are certain ingredients which perhaps account most for the program's success: strong support for the program on the part of top administrative staff; state older worker specialists who devote full time to the program, and are permitted to aggressively promote the program's objectives through the training of ES staff; cooperative relationships with other agencies, and appropriate promotion and publicity; involvement of and strong support from local office managers in the program; and carefully selected, enthusiastic local office older worker specialists. What it boils down to is that the provision of effective services to older workers by the ES depends on the interest, specialized knowledge and capabilities of all those who are either directly or indirectly associated with the program.

NOTE

The following presentations were not available for publication:

Panel presentation on Coordination
by Ray Schwartz

Panel presentation on Sheltered Workshops
by O. R. Hibbeler

Speech on Employment Problems of the Older Alcoholic
by Kenneth Eaton

Planning A Seminar?

Perhaps these suggestions will help

Participants in the Iowa Seminar indicated the seminar was, in their opinion, highly successful and mentioned the following factors as contributing to its success:

Housing arrangements were made and confirmed for each participant before his arrival and a choice was given on type of accommodations desired. None of them experienced any difficulty. All were pre-registered with the hotel.

Participants were supplied with a copy of the program several days before the seminar. Advance information on the agenda is important.

All segments of the seminar were time scheduled and the chairman insisted that the schedule be adhered to. Participants lose interest when proceedings "drag."

Adequate time was allowed for discussion. A seminar is a learning situation and the purpose of the speakers is to stimulate thinking by the group. Many of the more fruitful ideas evolve from participant discussion. It is the responsibility of the seminar chairman to control discussion for relevancy to the subject. "Nit-picking" and purely local discussion should be discouraged.

Speakers were selected not only for their knowledge of the subject matter but for their ability to make an interesting and concise presentation. Speakers were limited to no more than 25 minutes.

No single segment of the seminar lasted for more than two hours. Extended sessions induce drowziness and loss of interest.

Participants were involved in the sessions as workshop discussion leaders, recorders and reporters. They should be made to feel that they are actually responsible for the success of the seminar--as they should be.

Speakers were informed by personal letter of their assigned subject, time limits and the exact time for their presentation. They were supplied with an advance copy of the program.

Workshop leaders were given relevant and pertinent questions regarding the workshop topic to stimulate discussion. They were informed the questions were only suggestions and discussion should encompass as many aspects of the topic as possible--positive and negative.

Before the seminar was formally called to order, participants were introduced to each other and a short period of social discussion as an ice-breaker was permitted.

Based on suggestions of the participants we will, in planning future seminars, reduce the number of speakers and include additional workshop sessions.

For your information, the material used in organizing the seminar has been reproduced on the following pages.

Good Luck With Your Seminar

TO BE TREATED AS AN ORIGINAL MEMORANDUM
IESC M-1 (Rev. 1-65) IOWA EMPLOYMENT SECURITY COMMISSION
PB 15156
INTER-OFFICE COMMUNICATION
(PLEASE CONFINE TO ONE SUBJECT)

FOR Local Office Manager
Date June 24, 1968

FROM Edward K. Kelley, Supervisor of Special Services

SUBJECT In-Service Training on Services to Older Workers

As more emphasis is placed on services to the aging, due to recently enacted Federal legislation and anticipated State legislation, it is necessary that staff people be trained in this phase of our operation.

Accordingly, we are planning a seminar on the subject to be held in the Administrative Office in late July or early August. (Date will be announced later.)

At this time it is important that we have the name of the individual from your staff who will be most likely to be sent in for the training so that we can encumber the appropriated funds for travel and subsistence.

Please see that this information reaches us by June 27, 1968.

Copies sent:
Ames
Burlington
Cedar Rapids
Charles City
Clinton
Council Bluffs
Davenport
Des Moines
Dubuque
Fort Dodge
Iowa City
Marshalltown
Mason City
Muscatine
Newton
Sioux City

SEMINAR ON SERVICES TO OLDER WORKERS

GENERAL INFORMATION

Seminar will be held in the North Conference Room, Iowa Employment Security Building, 1000 East Grand Avenue. Park on lot north of building or on streets north or west of building. Do not park on Grand Avenue.

First session will begin at 1:00 P.M. Wednesday, August 7. The final session will adjourn at 12 noon on Friday, August 9.

Participants will be housed at the Kirkwood Hotel, Fourth and Walnut streets at special Government rate. Parking at Kirkwood Garage, south of Hotel. Please return reservation slip at the bottom of this page, immediately, so that we may complete arrangements with the hotel.

Per diem allowance will be $13.00. If you do not have travel authority, your manager should request it at once.

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DETACH AND RETURN TO:
Edward K. Kelley
1000 East Grand Avenue
Des Moines, Iowa 50319

Please reserve Hotel accommodations in the name of ____________________

Single Double , Hotel Kirkwood, Wednesday & Thursday, August 7 and 8.

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I would like to have the following subject included in workshop discussions on services to older workers: ____________________

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SOCIAL ACTIVITY. I would like to have:

A cocktail party, 5 p.m. to 7:00 p.m. for which I would pay a reservation fee of $1.50 __________

A dinner at Emil's West Side Restaurant for which I would pay a reservation fee of $4.25 __________

Neither __________

IOWA
EMPLOYMENT SECURITY COMMISSION
IOWA STATE EMPLOYMENT SERVICE
UNEMPLOYMENT INSURANCE SERVICE
1000 EAST GRAND AVENUE • DES MOINES 50319

COMMISSIONERS
J. W. JANSSEN, CHAIRMAN
HENRY E. CARTER
CECIL A. REED

ROBERT D. RAY, GOVERNOR

A Seminar on Services to Older Workers will be held August 7-9 by the Iowa Employment Security Commission in its administrative office building, 1000 East Grand Avenue.

While the Seminar has been planned as a training medium for Employment Service personnel and our facilities limit the number of trainees, we do want to share the benefits to be derived from the Seminar with other interested agencies and organizations.

We extend an invitation to you to designate two members of your staff as participants. This information should reach us on or before July 29th addressed to the Seminar Chairman Edward Kelley.

An advance copy of the program is attached.

SEMINAR ON SERVICES TO OLDER WORKERS

INFORMATION FOR PARTICIPANTS

The Iowa Employment Security Commission is indebted to the speakers and other program participants for their part in the sessions. Their presentations, together with the exchange of ideas and experiences during the discussion periods will go far to bring about a better understanding of the characteristics of the older worker, his problems and needs, and hopefully will result in more effective services to this special group.

To facilitate program preparation and planning it is asked that speakers observe the following:

1. We request that speakers have manuscripts of their presentations so that they can be used in a syllabus to be prepared and sent to all seminar participants. One copy to be mailed in advance to:

   Edward K. Kelley
   Supervisor of Special Services
   Iowa Employment Security Commission
   1000 East Grand Avenue
   Des Moines, Iowa 50319

2. Please notify us in advance of any special equipment that you will need, such as:

   Film, slide, or overhead projector. Easel for displaying charts or other material. Any other special equipment or arrangements.

You will be supplied with an advance copy of the program showing the day and time of your presentation. Program participants are most welcome to attend all of the sessions but we realize that your schedule may not permit it and are appreciative of the time you are giving us.

Biographical material should accompany the advance copy of your presentation.

Hotel reservations can be made for you if you need them and if you notify us of:

Number of nights needed
Type of accommodations desired (Single or Double).

A table will be provided for brochures or other materials of interest to the participants.

Evaluation of the

SEMINAR ON SERVICES TO OLDER WORKERS

Will you help us make a determination as to the value of the program content of the Seminar? Your answers to the following questions, together with your personal evaluation of the sessions, will be appreciated. Be objective and constructively critical.

NAME____________________ POSITION ________________

OFFICE____________________ AGE __________

In your opinion, was the length of the Seminar (two days of sessions):

Adequate?______ Too long?______ Too short?______

Why?____

____

Were the workshop sessions of value to you? Yes______ No______

Explain____

____

Which of the speakers interested you most?____________________

Why?____

Which of the speakers interested you least?____________________

Why?____

How do you rate the training film that was shown?

GOOD________ FAIR________ POOR________ Explain________________

____

How do you rate the total Seminar as to its value to you in contributing to your ability to serve older workers?________________________

____

____

EVALUATION
NAME ______________________________

If you were planning a Seminar, (1) what would you include that was not included in this one; (2) what would you change or omit.

(1)____

____

(2)____

____

Would you favor future seminars on:

Service to the physically and mentally handicapped? ___________________

Training on services to applicants with specific disabilities such as Epilepsy, Alcoholism, mental illness, cerebral palsy, mental retardation, etc. _______
Which of them?_____________________

If so, would you like to serve on a planning committee for such a Seminar?

Yes______ No______

NARRATIVE (OVER-ALL) EVALUATION. ____

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Summary of Comments from Questionnaires

On August 7, 8, 9, a Seminar on Services to Older Workers was held. We asked each of the participants to complete and return to us an evaluation questionnaire to indicate their reaction to the training. The following information is taken from the questionnaires together with excerpts from their comments.

1. In your opinion was the length of the Seminar Adequate, Too Long, Too Short?
   Adequate - 26 Too Long - 2 Too Short - 1

   "To me it seemed just right." - "Long enough to cover the topics but short enough to retain interest."

2. Were the workshop sessions of value to you? Yes - 28 No - 1

   "You were able to discuss problems that are encountered in the local offices." - "Brought out unique situations and how to deal with them." - "Exposed us to ideas used in other local offices." - "A sharing of experience and understanding of others' tasks." - "Revealed the need for proper attitudes." - "This was the meat of the whole seminar--a lot of down-to-earth thinking and planning." - "Interchange of ideas results in new thinking." - "Helps us take an objective look at ourselves and our attitudes." - "New ideas."

3. Which of the speakers interested you most?
   Mrs. Mable Edwards - 11
   Mr. Jerrold Groves - 10

4. How do you rate the training film that was shown? Good - 24 Fair - 4

   "Exposed problems of the older worker and showed techniques to solve them." - "Some ideas on working with older applicants." - "It made plain the things we should be aware of as interviewers." - "I think employers should see it." - "Particularly valuable for new, or more recently hired interviewers." - "Pertinent, timely message."

5. Would you favor future seminars on:
   Service to the physically handicapped? Yes - 28 No - 1

   Specific disabilities?

Epilepsy	9
Alcoholism	11
Mental Illness	9
Cerebral Palsy	3
Retardation	6

6. Overall evaluation of the Seminar

"Went by very swiftly due to the quality of the speakers and their knowledge of the services needed." - "The Seminar gave us a complete concept of the older worker and his problems and also gave us answers for the many ways we can be of service." - "Just about the best available speakers in each field of discussion." - "The workshop sessions proved truly excellent." - "I have benefited greatly from the Seminar." - "I would like to see more of these meetings. I learned more in those two days than I would have reading a dozen books or pamphlets on the subject."

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